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ABSTRACT

An overview of postsecondary education in Manitoba, Canada is presented in this document. Chapter 1 identifies the particular role that the Task Force on Postsecondary Education in Manitoba believe the universities should play in Manitoba society and the tasks they should undertake from those that should be the responsibility of the community colleges. Chapter 2 discusses recommendations concerning various aspects of university life including: growth, graduate studies; degrees, diplomas, certificates; external studies evaluation board; professional education; access to the universities; voluntary preadmission training courses; support services; university education in the French language; the status of women; and research in the universities. Chapter 3 reviews the community colleges and their role, programs, applicants, participation in decisionmaking, long-range planning, the status of instructors in community colleges, the students, curriculum, part-time study, social services, and the role of the private sector. Other chapters cover regional organization; learning and teaching; the relationship between secondary and postsecondary education; participation, accountability, and governance; organization of the postsecondary education system; planning for postsecondary education; and financing the system. (MJM)

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Report of the Task Force on Post-Secondary Education in Manitoba

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Post-Secondary Education: What, When, Where.

It is easy to think of men and women in post-secondary education in terms of statistics: so many hundreds taking plumbing or electronics at community colleges, so many scores attending re-entry schools in the inner city; but to understand the post-secondary scene in Manitoba the Task Force had to know them as people, not as numbers listed in tables or percentages statistically adjusted for margins of error. We had to see faces, hear voices, listen to conversations, take account of opinions and feelings, discover why students were engaged in what they were doing, what they thought of the institutions in which they were registered, what their hopes and aspirations were. Our sampling was necessarily scattered and meagre and the picture we were able to draw incomplete but we believe we are able to say something about and for living people.

A great many of the students now studying at the post-secondary level are at the three universities, by far the most of them at the University of Manitoba, some at the University of Winnipeg, a few at the University of Brandon. Most, like Karen Green and Jim Dyck, came to the universities directly from their high schools, having selected high school courses which would permit them to enter the university of their choice. Most have parents in the upper middle income range who can afford to subsidize their Jims and Karens through three years or more of university study, sometimes with sacrifice, sometimes without. Jim and Karen, however, feel that it is important for them to be independent of their parents and — Jim more easily than Karen — usually make enough money during the summer at least to pay their tuition fees. Jim may be fortunate enough to earn enough to support himself completely through the term or both may be eligible for government bursaries which never completely cover the cost either of tuition or maintenance but do take off the worst of the burden.

Jim is thinking in terms of a career. If he is taking an arts or science program, he has his eye on medicine or law or business or he may already be in a professional faculty. In any event, he knows what he wants. If he is disgruntled with the university and is thinking of dropping out it is largely because he has heard that job opportunities are shrinking for university graduates and he feels abused that he has been misled into spending three or more years of his life preparing for something which does not guarantee him a job. Karen is not as sure as Jim about her reasons for being at the university. She too is thinking in terms of a profession or a job but she is primarily marriage-oriented and her job ambitions are likely to be more limited than Jim's. She is enrolled in social work or education or home economics. Her sisters are in arts. A very few of her friends have aspired to medicine or law or pharmacy, even fewer to engineering and architecture, although they have done extremely well in these faculties when they have ventured out of the safe paths of the "women's" professions.

Bill is also at the university but in a different category from Jim. Although he too came to the university straight from high school he belongs to a family that is able to give him little or no support. He must make it on his own using his earnings, government bursaries and loans. He expects more from the university than either Jim or Karen because he has more invested. He is socially and economically aware, is highly critical of what he is getting, critical of his teachers, of the programs, of the governance of the institution he is attending. He started out with high hopes but is now thinking seriously of dropping out for a year or two, or perhaps altogether, to the despair of his family which is very proud of its son at university.

Jim and Karen and Bill represent only a tiny sampling of the close to 25,000 students taking full or part time programs at the three universities. They are the least expensive students. As undergraduates they are frequently taught by the lowest paid instructors, lecturers, and assistant professors; by television in large, impersonal lecture theatres; in stark classrooms with no attempt to interest or involve them through modern methods or technology; they often require no laboratories or studios and they have available minimal library facilities. If they stay long enough and enrol in graduate studies or professional programs their education costs the tax payer more. In some of the faculties such as medicine and dentistry and in advanced science courses they need expensive space, equipment, and teaching. At that level they receive more individualized attention and are absorbed into the academic and professional milieu as they never were in their early undergraduate years. When they finally graduate they may remain in Manitoba but Jim and possibly Bill are already looking elsewhere for employment. Many of their predecessors are serving mankind all over the world and have made names for themselves in their chosen professions.

More and more of the students enrolled at the universities are like Mrs. Schmidt and Mr. Shaw, taking courses in the evenings and on Saturday mornings either at the undergraduate or the graduate level. Mrs. Schmidt and Mr. Shaw are teachers, Mrs. Schmidt in the Winnipeg area so that she can get to classes at either the University of Winnipeg or the University of Manitoba. She has almost completed the requirements for an arts degree by patient collection of credits in the evenings and during the summer from both universities over a period of seven or eight years. She is so enthusiastic about her studies that she is planning to continue them and to obtain a Bachelor of Education degree from the University of Manitoba. Mr. Shaw is having a harder time since he teaches in a school a hundred miles or more from any of the universities. He is also patiently working towards a degree but he has fewer options than Mrs. Schmidt. He must take whatever happens to be offered during the summer vacations when he can afford to leave his family and maintain himself in Winnipeg or Brandon. He is not eligible for bursary or interest-free loan because he is a part-time student. If he is to achieve his ambition he will have to give up the school and the teaching position he enjoys and try to get himself a job in one of the cities or else, as he says, he will be ready to retire before he achieves the necessary standing to qualify for a degree.

George is a mature student. He dropped out of school in 1957 in Grade 10 because he had to go to work. Now he is desperately anxious to have a university education. His wife is working and is equally anxious to see him further his education. He worked as he had never worked before to qualify as a mature student by passing the necessary courses and is now well on his way. He is not finding it particularly pleasant to be supported by his wife but he is enjoying the pride his children have in his studies and is determined not to be a drop-out a second time.

The universities still have the largest enrolment of all the post-secondary institutions but the community colleges are growing in popularity and are serving a wider range of the community than the universities. Many but not all the students are supported in some way through some agency. In fact, one of the inequities students complain about is their inability to find out where they can get financial support, on what grounds they can apply for it, and how they can qualify.

Linda, who is taking an upgrading course, is not untypical of a fairly large group of students at her community college. She is an attractive women in her mid-thirties, neatly dressed, articulate, and for the first time in her life confident of her ability to do a job well. She is originally from the Maritimes where she had attended a one-room rural school for a very few years. She is separated from her husband and was raising three children on welfare when she heard about the upgrading program at the community college. She thought she would give it a try. After all, she had nothing to lose and much to gain. She is almost at the end of her course and is planning to take a business program and become self-supporting. She is so enthusiastic about her own experience that she has persuaded her older sister whose children are grown-up and away from home to enrol in a twelve week course to pick up her typing and other business skills and return to the labour market.

Henry is in his late thirties or early forties, a robust fellow of Indian origin who said he had been very quiet and unable to talk to anyone about his troubles until a social worker had directed him to a BTSD course at Brandon. He is now enrolled in a vocational program and doing fairly well according both to Henry and his instructor. He is married, with several children, has never had long-term work experience. He claims that the community college has taught him how to organize his life around working. He has to be there at eight o'clock and stay till five and he has learned to enjoy the order and stability. A major problem for him is housing. He cannot find a suitable place for his family to live, given his Manpower allowance, so he works to supplement his income and as a result feels that he is not able to do the studying and preparation his course requires. He is worried too about the possibilities of employment on graduation. He has no time to get involved with his fellow students at the college or with the community. He is too busy surviving.

George, on the other hand, is interested in the community college as an institution and has some ideas about how it could better serve the students and the community. He is in a two-year technology program and is being financed partly by the company for which he was working and which will give him a job again when he completes the course. His wife is also working so he has fewer financial problems than Henry. He has little time for community activities outside the college but he does take part in social and cultural activities within the institution. They are attended largely by technology students like himself.

Bert and Jack and Garry in BSTD programs are looking for minimum literacy in order to qualify for vocational programs. They are frustrated because of their feelings of inadequacy and failure, did not seek out the programs of their own will or desire, but were referred either by welfare or a court probation officer. Their future looks bleak because they know that at best there is only temporary employment open to them on completion of the series of courses. Meanwhile they have a bare-subsistence allowance that keeps them fed and sheltered as long as they are on the course. Bert admits that he is getting considerable satisfaction out of knowing, like Linda, that he is able to learn even at his age and he plans on taking a vocational course – which one he is not sure but he will take his social worker's advice – so that he has at least a chance of getting a job. Not all the BTSD students are as depressed about their opportunities as Jack and Garry. Numbers have continued at the community colleges and ultimately entered the labour market.

In addition to students attending the universities and the community colleges there are people like Barrie and Heather and Fred, school dropouts of a very few years ago, the so-called misfits, malcontents, and rejects of the regular school system. Most of them have some high school education or have at least completed Grade 8 and all of them, unhappy as the[illegible]ere in the regular system, would like in their own fashion to achieve at least high school standing. They are in the re-entry program conducted at Argyle school by the Winnipeg school division working away under dedicated teachers in highly personalized programs; the prognosis for their success seems reasonably good because they, like the mature students at the universities, are volunteers in education.

So are the numerous students, like Mrs. Granchuk, enrolled at the Winnipeg Adult Education Centre to complete high school. The Adult Education Centre operates year round and students are able to enter and leave and re-enter almost at their convenience.

There are also thousands of people – the Task Force was unable to get even an estimate of their numbers – enrolled in a wide variety of programs for self-development, enrichment, everything from macramé to basic English, non-credit courses of varying lengths, given at different times of the day and to different groups of people by the Winnipeg Art Gallery, the YMCA, the YWCA, the YMHA, the community clubs, the Women's Institutes, the extension departments of the universities and the community colleges, the night schools of several school divisions, the Manitoba Theatre and the Winnipeg Ballet School, the various ethnic groups, the University Women's Club, the professional associations and the trade unions, numerous private businesses and industries for their employees, interested special interest groups such as the Manitoba Historical Society, the Canadian Mental Health Association, the Age and Opportunity Bureau. It is impossible to be exhaustive so many and varied are the possibilities for what may be termed post-secondary education at an informal level. Mr. and Mrs. Lawrence are attending family counselling classes at their church; Miss Schneider is learning conversational French with a group of friends; Mr. and Mrs. Grist are involved in T-group sessions under trained leadership; Mrs. Grist's sister-in-law has enrolled for a course in advanced dress-making at the neighbourhood high school; her brother is an enthusiastic student of pottery and is planning on buying a potter's wheel.

At the other end of the spectrum are Miss Overton, who is learning beauty culture at a private hairdressing school, and Bob Toews, training to be a machinist as an apprentice in a small shop, a group of young people taking guitar lessons from a private teacher, and Evelyn polishing up her typing and business arithmetic at a private business college.

Where do these participants in post-secondary education come from? We do not know with any exactness but what information we have been able to obtain bears out what common sense suggests. The ratio of high school students going on to post-secondary education in the formal institutions, that is the universities and the community colleges, is higher in Winnipeg and Brandon than in the small towns and rural areas, partly we believe because the institutions are close at hand and easy to get to, partly because familiarity with an institution tends to remove fear and anxiety regarding it, partly because parents are more likely to be aware of the presence of the institutions, partly because job opportunities seem more directly related to formal education in larger population centres. The economic status of the student's family seems to bear less relationship to attendance either at the university or the community college than do social orientation and family expectation, although all three undoubtedly influence one another. The Task Force could find no reliable information regarding the priority of the distribution of student population according to ethnic origin but it seems apparent that the native people both from rural areas and from the city core are under-represented in the university population, although they are beginning to appear regularly in the community colleges, more frequently in upgrading and vocational than in technology courses. A growing consciousness among them of the possibilities in post-secondary education may be showing results in larger enrolments in more sophisticated technical programs.

The BTSD courses have many native students. In the north particularly there has been an effort to adapt these courses to provide social as well as academic orientation.

Most of the students in full time courses at the universities and in many courses at the community colleges are still entering the institutions directly from high school. Rising part time enrolment, however, and the enrolment in re-training programs, advanced technologies, and technical courses indicate a strong trend towards re-entry of adults into the educational stream.

The Task Force could find no evidence that students at the universities differed in any noticeable way from students enrolled in regular vocational, technical, or technological programs at the community colleges. Both groups seemed to be drawn from the same broad range of population. There may be evidence, however, which we had no way of obtaining, that community colleges are not as awe-inspiring to men and women from the lower socio-economic groups and may therefore be attracting students who would under present conditions not aspire to the universities.

Today's users of post-secondary education are then of all kinds from the secure, well-to-do, confident, knowing-where-they-are going types to the insecure, struggling, last-chance people. Their distribution through the province is uneven, with large empty pockets where little in the way of post-secondary education is available. Nor are opportunities available equally to all segments of the population even where the institutions themselves are accessible; there are groups of people who could and might profit from continued education if social, cultural, (N.B. – we include sex barriers here) and economic barriers could be removed.

The Task Force sees the following as community members who are now for a variety of reasons being inadequately served by existing post-secondary institutions.

1. **Women** are underrepresented in both universities and community colleges. Where provision is made for their tertiary education it is most often in traditionally sex-oriented roles such as nursing, teaching, home economics, hairdressing, dental hygiene, office work.
2. **The elderly** are considered so extraordinary when they enrol in post-secondary institutions that they receive journalistic attention. Intellectually stimulating activities carried on in groups of mixed age are few and far between. The Task Force believes that continuing education should not be limited by age.
3. **Unskilled and semi-skilled** workers now have little opportunity because of their financial position to engage in continuing education, either for personal satisfaction or to raise their employment potential. The Task Force believes that opportunities should be created for them and that they should be made aware of these opportunities to engage in both kinds of post-secondary education.
4. **The semi-employed** fall into a similar category. Although Manpower programs have given many men and women who work part time or seasonally the opportunity to improve their vocational skills little attention has been devoted to other personally important elements of self-improvement.
5. **Paraprofessionals** in the fields of health, social services, and education have had few incentives to apply the skills and knowledge they have gained on the job to enable them to move on to the professional ladder.
6. **Business and professional people,** especially the latter, may well be required in the next few years to take professional courses to maintain their certification and/or licensing. If refresher courses in teaching and dentistry, in engineering and business administration, for example, were to become mandatory the strain on existing post-secondary institutions as they now exist would become intolerable.
7. **Residents in small towns and remote areas** now have fewer and less varied opportunities for continuing education than the residents of larger population centres, particularly those in which the universities and community colleges are situated.
8. **Immigrants from rural to urban communities** often have special needs that should be met through continuing education. These needs are as different and disparate as learning to interpret a bus schedule and training for employment.
9. **The so-called "disadvantaged"** are sometimes disadvantaged because they know of no alternatives to the discouraging pattern of their lives. Many agencies with good will but ill-defined goals offer scattered forms of continuing education to this section of the Manitoba community. There is need for well-thought-out programs to reach both men and women in this group. The Task Force believes, for example, that programs specially designed for mothers will help to break through the discouragement and inertia that perpetuate disadvantagement.
10. **High school, college, and university graduates** have sometimes assumed that their education came to an end when they left school, diploma in hand. But the popularity of avocational courses in the evening schools operated by several school divisions and of cultural courses sponsored by the universities, clubs, and service organizations is a small indication of what seems to be a growing demand for continuing education in a form that leads not to credits or diplomas but to personal satisfaction and fulfilment.

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Meeting the Needs of the Seventies

SECTION I **Changing Needs**

THE DECADE OF THE 60's

The decade of the 1960's is even now being nostalgically recalled by those involved in post-secondary education as a palmy time indeed. Those were years of rapid, almost unquestioned growth in every facet of education but particularly in the universities. There was an enormous increase all over North America in the numbers of students seeking some form of post-secondary education. To meet this demand, Canadian universities expanded quickly and turned out graduates at the bachelor's, masters, and doctoral levels in unprecedented numbers, importing in the process a large contingent of foreign, particularly American, teachers to keep up with the expanding undergraduate and graduate classes.

There were widely publicized and widely accepted assertions about the social benefits of post-secondary education and general public belief that education was if not a Higher Good at least the route to a better job. Perhaps because most taxpayers saw the universities and colleges as the route up in the social scale for their children, they were willing to foot the growing bill for the expansion of post-secondary education in the Sixties. New institutions were opened, old institutions were expanded, student financial aid plans were developed, faculty numbers grew, professorial salaries soared, and all almost entirely at public expense.

THE NEEDS OF THE 70's

To say that the bubble burst at the end of the decade may be putting the situation a trifle dramatically. Certainly, however, the needs of the Seventies in terms of post-secondary education are very different from the needs of the Sixties, or at least the perception of those needs has changed radically. There has been in perhaps the last two or three years a discernible disinclination on the part of the public to support educational expansion at the same rate as in the past ten or twelve years. The causes of public disenchantment with the schools and universities are complex but certainly include a backlash against violent student dissent (much of it, ironically, having little to do directly with post-secondary education) particularly on American campuses but of course in Canada also. Some people began to wonder loudly why the public purse should be wide open to a privileged class of young people who, to change the metaphor, seemed to specialize in biting the hand that fed them. The community colleges, more clearly work-related than the universities, escaped much of this resentment.

There have been other developments in the last two or three years which have been to some extent threatening to the future of all post-secondary education and, in some cases, to the very existence of institutions. These years have brought increased and highly publicized unemployment for university graduates, even in fields such as teaching and engineering in which we had come to accept a chronic shortage of personnel. The universities, in particular, have experienced a reduction in the rate at which enrolment has been increasing and, this past year, an actual decline in first year enrolment for Canada as a whole. There have been student complaints about inadequate teaching at the universities: large impersonal classes, irrelevant curricula, and undemocratic practices. Coinciding with, and perhaps arising from this general though often vague discontent with education at all levels, there appears to be a move on the part of some governments to shift spending priorities from the sacred cows of the Sixties – health, welfare, and education – over to such matters as public transportation and the environment.

It is against this background that the Task Force began its work early in 1972. During this past year trends have been confirmed that were just being perceived a year ago: enrolment at Canadian universities has decreased slightly; graduate unemployment continues; disenchantment with post-secondary education experiences not clearly directed to the needs of the job market continues to be expressed, par particularly in terms of the high costs and questionable social returns, as for example the unemployment or underemployment of expensively educated young people.

The members of the Task Force recognized early in their discussions that the context in which their study was being conducted was very different from the context of such a study in the last decade. If the students are failing to show up at post-secondary educational institutions in the numbers expected, if they are failing to return to the universities after a year or two of undergraduate work, then clearly new needs exist that are not being met or old needs have disappeared; as a result some of our assumptions about post-secondary education have to be re-examined. The Task Force saw as its major function identifying the needs of the Seventies and trying to establish machinery for coping with those needs. We tried to bear in mind throughout our study that we were trying to solve some of *Manitoba's* post-secondary education problems. Proposals made by Commissions in other Canadian provinces or in the United States while useful were not necessarily relevant in the Manitoba situation. The province's particular combination of geography, economy, history, demography, ethnic distribution, and other factors make it probable that what will work in other jurisdictions will not be satisfactory for Manitoba.

We agreed from the beginning, however, that Manitoba's post-secondary institutions have a responsibility not only to Manitoba society but also to the national and international community. We were wary of taking a purely manpower approach to defining needs – determining, for example, the number of engineering places in Manitoba's universities by determining the demand for engineers in Manitoba over the next ten or twenty years – partly because manpower predictions are notoriously unreliable and partly because the graduates of Manitoba's universities will seek employment all over the world.

A better way of explaining our approach to the needs of Manitoba society for post-secondary education would be to say that we think of the universities and colleges as answering as much as possible the individual needs of Manitobans. Even though as many as sixty per cent of the graduates of some professional faculties at the University of Manitoba leave the province to practise elsewhere, we did not consider the possibility that such courses should not be offered in this province. Individual Manitobans should have the right so far as is practicable to obtain professional training in their own province. There are professional programs which no one prairie province could afford and there is a case for inter-provincial cooperation, but in assessing needs in a post-secondary educational system we must consider the rights of individual Manitoba citizens as well as the needs of the society.

"Needs" are, of course, not just professional, vocational, or career-oriented. We recognize that every civilized society has need of educated people. As a Task Force we have taken for granted the personal and social benefits of education as a humanizing, enriching, and broadening experience. We have concentrated on how to make that experience as widely available as possible.

There is one other point that should be made in connection with the question of the needs of the Seventies. We have not looked upon the institutions of post-secondary education as the sole saviours of society. We believe that colleges and universities have responsibilities to society but we have tried to avoid what we have detected as a failing in some other recent reports on post-secondary education – the attempt to solve all social problems by reform of the universities and colleges.

We shall advocate greater accessibility to post-secondary institutions for the disadvantaged; we shall advocate reform of university and college financing and of student aid plans; but we know that many of the social problems which manifest themselves at the university and college level probably cannot be solved there. We may need reform of the tax system; we may need improved elementary education; we may need better health care; we may need a guaranteed annual income. But we have tried to remember that we are a Task Force on post-secondary education and to confine ourselves to offering solutions which can be mplemented at that level. At the same time we ecognize that many of the circumstances we egret in the universities and colleges, such as nder-representation of native people, must e solved largely by other means and at other evels."

ECTION II **Objectives**

he Task Force members agreed from the be- inning that neither the time nor the resources vere avilable to us to make recommendations n detail, faculty by faculty or even institution y institution. Neither did we feel that it would e fruitful (even if fun) to indulge in the futur- logy game. Our approach has been to estab- sh the principles on which we believe a sys- em of post-secondary education should be ounded (or perhaps more accurately the ob- ectives of such a system) and to recommend achinery to achieve these principles or ob- ectives. There is nothing really new about these bjectives but we thought it worthwhile to nunciate them since all of the recommenda- ons we shall make arise from our acceptance f these objectives and must be tested against hem.

QUALITY OF OPPORTUNITY

he first objective we recognized was equality f opportunity or what is generally described n post-secondary education as improved ac- essibility. It would be pleasant to think that in his decade in Manitoba, and everywhere in Canada, it would not be necessary to talk about he need for more equal opportunity since it hould have been accomplished insofar as it is umanly possible. Unhappily, there has been more lip service than productive action in this rea. In Manitoba, in spite of a student aid pro- ram which has been increased from $985,000 o $5,500,000 in the last five years, university and ollege education is really not readily available o whole sections of society.

One of the barriers to accessibility in Mani- oba is the geographical distribution of the opulation. With more than half the population oncentrated in the Winnipeg area and the rest cattered in small cities and towns over thou- ands of square miles, it is obvious that provid- ng real equality of educational opportunity is difficult and expensive task. Most disad- antaged geographically are those in the far orth and in other isolated rural areas. These nclude native people who are frequently ocially and economically disadvantaged as well. Many of our recommendations will be directed at helping those not now served adequately by the post-secondary institutions: at improving accessibility to learning resources for the geographically remote, for women, for the poor, for native people, and for others who for one reason or another have not participated sufficiently in the past.

Another aspect of our concern for improved accessibility is our commitment to the prospect of life-long education. The institutions of post-secondary education are at present primarily the preserve of the young, with most students, particularly at the universities, between eighteen and twenty-four years of age. We will be recommending improved opportunities for people of all ages to attend university and college either for the first time or to update knowledge and skills. As we approach the "leisure society" which has been predicted for so long and as people change jobs more frequently and require new training, it will be necessary for our educational institutions to adapt to an in-and-out pattern of attendance.

Real acceptance of life-long education will require a new look at admission requirements, curriculum adjustments, changes in student aid plans, and other accommodations, but we hold no other belief more strongly than that life-long education must be accepted, encouraged, and fully supported.

INCREASED PUBLIC ROLE IN POST-SECONDARY EDUCATION: OPENNESS, ACCOUNTABILITY, PARTICIPATION

Another principle we accept is the right of people to participate in decisions which affect them. In the past when only a small minority, a social elite, attended university or college and a high proportion of costs was borne by students through their fees and by private benefactors, there was little reason for public participation in decisions involving the colleges and the universities. Now, however, when eighty per cent of the costs are paid by the people through their governments, there can be no justification for excluding the public from at least certain kinds of decision-making.

The question of openness in decision-making recently became an issue in Manitoba. The Task Force is convinced that public bodies such as universities and colleges should operate in the most public, open manner possible. All senate and board meetings should be open to the public, including the press, except when personnel matters are being discussed or, very rarely, when financial matters or transactions are being discussed which might be jeopardized by publicity.

Budgets of all post-secondary educational institutions should be open to public scrutiny; admission requirements, including those for professional faculties, should be published in detail. We have no hesitation in declaring our support for the public's right to know about the institutions they support. We accept the principle of openness on very practical grounds also. We do not believe that the universities and colleges have anything to hide but secrecy in the conduct of some of their operations could lead people to wonder if there is something to be hidden.

The public has a right to know what it is supporting. Public accountability can be accommodated with university autonomy; indeed, if the universities do not become more open and willing to account for the resources they use and the services they perform, the universities may lose autonomy as a result of public hostility. We shall urge the universities and colleges not just to be willing to account to the public for their operations but to solicit public support through real efforts to involve the community in university and college affairs.

Since we accept the principle that people should participate in decision-making which affects them, we urge students, faculty, and support staff, as well as the public, to play a prominent role. Students must be adequately represented on bodies such as curriculum committees, senate and senate committees, and the board of governors (or regents). Faculty must, of course, be represented in those ways too and in addition must have a role in choosing department chairmen and all other administrators, in helping to make decisions on tenure and other important matters, and must be able to influence the budget. Again, while we believe in these rights in principle, we also believe that the atmosphere of suspicion and distrust which so often characterizes operations conducted in secret would be dispelled if the people affected by them were involved at every stage.

SECTION III **The post-secondary education system**

To meet the objectives outlined above we are proposing that a more coherent post-secondary educational system be produced from existing components with an added regional structure whose function will be to fill the gaps left by the other institutions. In our discussions of accessibility, we very quickly had to face the question, "accessibility to what?" We partly resolved the problem by agreeing that every citizen of Manitoba has the right to a form of post-secondary education from which he would benefit. Too often discussions about accessibility seem to carry the implication that everyone has the right to enrol in any faculty or course he wishes to, regardless of previous education, talent, or other qualifications. We do not think of universal accessibility as a threat to academic standards since we are not proposing that anybody be admitted to any course. What we do believe is that almost everybody can benefit from some course, some knowledge, some training, and we want a system which will bring together people and courses in the most satisfactory manner.

INSTITUTIONAL RELATIONSHIPS

We have heard suggestions for a realignment of responsibilities among the universities and between the universities on the one hand and the community colleges on the other. For example, at least two briefs proposed that professional education be removed from the University of Manitoba and offered at the community colleges. This recommendation was made on the grounds that, in the case of health care education for example, training for all levels of practice from technician through technologist to full professional practitioner could be offered at the same institution, with consequent coordination, more ease of transfer, possible financial saving because of use of the same equipment, and so on. The other basis for arguing for the removal of professional education from the university, of course, is that professional education is really vocational training and if the universities had no responsibility for it they could be liberal arts colleges, (presumably with their purity untainted by career preparation). This argument is heard frequently in some university circles but the Task Force rejected it because we think that the universities, particularly in this case the University of Manitoba, have gone too far along their present course to be asked to undergo such pronounced change even if we thought it desirable.

A somewhat more valid distinction between the colleges and the universities can be made, however. Without wishing to make profound philosophical distinctions between the roles of these two types of insitutions, the Task Force nevertheless accepted some generalizations. The chief task of the colleges in our view is career preparation and their emphasis consequently must be on teaching. This is not to say that there may not be any research at the colleges but it will not be a major function. The universities have the dual responsibilities of teaching and research. They must also be havens for independent critical thought and centres of international awareness.

In general, college courses will be more practical and less "intellectual" than university courses but there is no rigid line between them, since there can certainly be an argument that some technology courses offered by the colleges are at least as "intellectual" in content as some university courses in engineering, physiotherapy, home economics, nursing, and so on. We recognize there is some fuzziness in the lines drawn between the two sorts of institutions but in general we would say that the universities preserve, transmit, and originate knowledge; the colleges prepare for careers. While the two sets of institutions have distinct functions, we think it is important at this point to emphasize how much they overlap, how much they have in common, and how essential it is that those concerned attempt more coordination of their activities.

To meet the needs of the decade ahead we shall be proposing some specialization of function within each kind of institution. That is, each of the universities has a special role to play because of geography, size, historical development, and so on. Young as they are the colleges have already begun to develop specializations. The post-secondary education system we visualize encompasses colleges and universities with different though somewhat overlapping functions and a regional structure to try to take post-secondary education to every part of the province. In addition, we see the need for recognition of academic work and other experience which is not now recognized by the institutions. As a way of filling another gap we shall be recommending a Manitoba external degree as part of the post-secondary educational system.

FLEXIBILITY

In addition to the necessity of having a variety of institutions within the post-secondary education system, there is a need for flexibility within the institutions. Colleges and universities must be able to respond to a variety of demands and to do so more quickly than in the past. The universities in particular have been somewhat reluctant to respond to new needs, new kinds of students, new circumstances. They seem to have been almost unaffected by the establishment of community colleges in the province, whereas we would hope that there could be cooperation in the use of facilities, more movement of students and faculty between the two types of institutions, or at least discussions of these and other possibilities. We believe strongly in transferability between the institutions in line with our hope that a more closely-knit system of post-secondary education may be created in the province.

ORGANIZATION – COMMISSION ON POST-SECONDARY EDUCATION

Such a closely knit system needs a coordinating body. Although usually the public expects that the government and its departments will exercise accountability and control over public resources, the Task Force will recommend for post-secondary education an organization that puts a significant part of the process in the hands of an intermediary or buffer institution – the Commission on Post-Secondary Education. The Commission in turn will establish three divisions: a Universities Division, a Colleges Division, and a Regional Affairs Division to coordinate and plan the activities of the institutions and structures covered by these divisions.

PLANNING

We have identified the various components of a post-secondary education system for Manitoba. The problem we faced was how to make all the necessary and useful diversity within it work together as a system. We foresee that each element in the system will take part in the process of policy-making, planning, and budgetting both independently and jointly. That is, each component part (university, college, region) will plan autonomously for its own operation but will also take part in general or system planning. It is through this mutual planning function coordinated by the Commission on Post-Secondary Education that the various elements of the system will be knit together.

CONCLUSION

The great need of the Seventies in post-secondary education, as we see it, is for a rationalization of the system in order to accomplish the goal to which everyone pays lip service, that of equality of opportunity. Instead of the college system and the university system operating in virtual isolation from each other, we foresee a post-secondary educational system with these two component parts plus a regional structure to improve accessibility, particularly for those who are geographically remote.

The system will be linked together through the three Divisions and the Board of the Commission on Post-Secondary Education. The new system must offer a variety of educational opportunities and must be flexible enough to respond quickly to new demands. Underlying all our recommendations is our conviction that the people have the right to know about decisions made within the post-secondary educational system and to have their own needs and demands for educational opportunities taken into account.

2

The Universities

INTRODUCTION

In Chapter One the Task Force has identified the particular role that we believe the universities should play in Manitoba society and we distinguished the tasks they should undertake from those that should be the responsibility of the community colleges. We see the university as a key element in the post-secondary education system that will evolve in Manitoba but its functions go beyond teaching. First the university strives to increase knowledge as well as to transmit it; it has a responsibility for research. Secondly, it has an obligation to question received wisdoms, to scrutinize sceptically the shibboleths of society and to exercise its independence in the criticism of established ways of doing things. Thirdly, the university has international responsibilities. It serves as a link between science and culture in Manitoba and science and culture in the rest of the world. It would concern us greatly if reliance on provincial financing and the emphasis we place on provincial participation in university affairs were to deflect the universities of Manitoba from their concern for the world outside. Problems of developing countries, of international relations and of trends in Africa and in Asia do not lie within the constitutional jurisdiction of the province but they must continue to be subjects of study for the province's universities. Finally, the university stands, by its very existence, as a symbol of the importance Manitoba attaches to intellect and to the careful pursuit of truth through reason.

If words like this have an unfashionable ring to them we nevertheless use them deliberately. We are going to call on Manitoba universities to change, to do more clearly-defined jobs more effectively. But with the critical frame of mind that a Task Force such as ours must adopt it is easy to give the impression that nothing is right, that total transformation is required. Our real perspective is different: we believe that universities as centres of higher learning are essential institutions, that they enrich the community by their very existence, and that their absence from the Manitoba scene would mean a degree of impoverishment that the elimination of few other institutions could match.

Has Manitoba enough universities? Our answer to this question is an unequivocal "yes". We will deal later in this chapter with the need to provide university-level instruction for northern Manitoba and with the problem of certifying those who may have accumulated knowledge and experience equivalent to that needed for a university degree. But we are convinced that there is little demand and no need for another institution comparable to those that exist now.

Manitoba indeed is fortunate, not only because it has restricted university development to the granting of three charters, but also because the three existing universities differ in character and approach to higher studies as well as (to some extent) in the constituencies they serve. We were impressed by the criticism of American universities made in the Newman report[1] for their tendency to become more and more alike, to lose their distinctiveness, and thus to lessen the real choice of students seeking higher education. No matter how high may be one's regard for Harvard or McGill or Toronto, it is not, we believe, in the public interest for all universities to converge around these models.

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[1] Newman, Frank, ET AL. *Report on Higher Education*, U.S. Dept. of Health, Education and Welfare, March, 1971.

The University of Manitoba has developed as a province-wide institutions with a broad range of eighteen professional faculties and schools as well as its faculties of arts and science. It is the only university offering graduate degress and in 1971-72, graduate students accounted for 1,345 (10 per cent) of the 13,377 students enrolled full-time at the university[1].

The University of Winnipeg, with 2,353 full-time students in 1971-72, offers undergraduate instruction in arts and science and has recently developed a unique program in urban studies. Students are attracted not only from Metropolitan Winnipeg but in considerable proportion (42 per cent) from outside.

Brandon University is the smallest of the three institutions, with a full-time enrolment of 1,196 in 1971-72 of whom 51 per cent were drawn from the Brandon area. The University hopes to develop rural studies in the future and is already pioneering in special programs for native students and mature students. Together these universities will be able to meet Manitoba's needs for university education.

GROWTH?

If no new university is required, must we expect the three existing institutions to grow? It is extremely difficult to give a precise answer. Enrolment projections made in the recent past have been severely upset by the levelling of registration figures in most provinces of Canada, including Manitoba, over the last two years. Studies made for the Peitchinis Report[2] predicted that in Manitoba the percentage of the 18-24 age group enrolled full-time in universities would rise from 15.1 per cent in 1970-71 to 22.1 per cent in 1980-81. In absolute numbers this would mean an increase from 17,996 to 31,326 full-time students over the decade. Were these figures still to be believed, we would be sure than an addition of another 13,000 students would badly strain the facilities of the three universities. From the vantage point of 1973, however, they can no longer be believed. Therefore the Task Force is making three assumptions, all of which would reduce these projected figures substantially.

a) We assume that the total demand for post-secondary education will grow less rapidly than predicted in studies made in the 1960's.

b) We assume that the universities' share in the growth of post-secondary education will be less than predicted.

c) We assume that the proportion of students enrolling *full-time* in university studies will be less than predicted and the proportion seeking part-time study facilities may be greater.

It is not our intention to measure the effects that these changed expectations would bring about. Indeed one or all of our assumptions may be wrong. Rather we will recommend a strategy for coping with changes that may involve anything from a very low rate of growth to one about half as great (perhaps 7,000 more full-time students) as that originally projected.

The key recommendation is *that full-time enrolment at the University of Manitoba should not exceed 15,000 students, graduate and undergraduate, by 1980-81.*

Our reasons for making this recommendation are the following:

a) The Task Force believes that the advantages of size begin rapidly to be overbalanced by de-humanizing factors once a university grows much beyond this level.

The figure could be higher or lower by two or three thousand but 15,000 is not unreasonable as a level consonant with high academic quality.

b) The University of Manitoba would, under this recommendation, be free to expand its part-time enrolment as far as it deems desirable and possible. The likelihood of increasing demand for part-time study and for work-study combinations is great. The universities are far more likely to devote time and thought to coping with demand if they are not at the same time dealing with a large new influx of regular full-time students.

c) Neither the University of Winnipeg nor Brandon University is, we believe, at an optimal size either from a cost-efficiency standpoint or from the point of view of academic variety and flexibility. If the growth of full-time enrolments in the province as a whole picks up again, much of the new inflow of students should be directed to undergraduate studies in these two institutions. We would foresee that the University of Winnipeg could expand, if the need arose, to 5,000 and Brandon to 3,000 full-time students.

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[1] Figures cited for Manitoba universities were provided by the Department of Colleges and Universities Affairs.

[2] Peitchinis, Stephen G., *Financing Post Secondary Education in Canada*, Council of Ministers of Education of Canada, July, 1971, p. 111.

d) If enrolment pressures grew beyond the point where they could readily be handled by the three existing universities, the first year of university studies could be taught in regional and district high schools and other local institutions as necessary. We believe that the regional structure for post-secondary education outlined in chapter 4 should be expanded to meet these university-level needs, if they arise.

If our major recommendation that the University of Manitoba's full-time enrolment be restricted is followed and demand for places at the University of Manitoba exceeds this level, a way must be found to divert this demand to other institutions. No method is free from difficulty. The Task Force recommends *that the Universities Division of the Commission on Post-Secondary Education*[4] *work out with the three universities an acceptable plan for enrolment control.* Several elements might go into this plan; the Task Force sees grave problems in all of them and commits itself to none of them. Among the possibilities are:

1 faculty, department and program quotas: such quotas could be established in the form of enrolment ceilings; a first-come first-served principle might apply. Another possibility is the variation of entrance standards, academic and other, with the university which is encountering enrolment pressures being entitled to change its entrance requirements. Attention should be paid, if this method is used, to relevant work experience as well as academic grades as a criterion for acceptance into the university.

2 fee differentials:

(i) geographical criteria might be used which would make university fees for programs available at Brandon University lower for residents of Western Manitoba than comparable programs at the University of Manitoba or the University of Winnipeg. The application of the geographic criterion for the entire province is difficult, however, given the fact that the University of Manitoba and the University of Winnipeg are both situated in the Winnipeg metropolitan area.

(ii) it might be feasible to raise fees at the University of Manitoba to a level say 20 per cent higher than at Brandon or the University of Winnipeg if demand pressed on the overall 15,000 student ceiling. Students receiving student aid would be unaffected by this change for the allowance for fees would simply be raised. Students coming from families whose income level made them ineligible for aid would receive a less costly university year at either the University of Winnipeg or Brandon than at the University of Manitoba;

3 transfer of units (faculties, departments or programs) from the University of Manitoba to the other universities.

This method of maintaining enrolment limits poses problems related to the links between programs at the University of Manitoba. The possibility of detaching certain elements of the present University of Manitoba is one that has already been looked at tentatively by the Universities Grants Commission.

BRANDON UNIVERSITY

If university attendance does not increase, or increases very little, the future of Brandon University may be called into question. The Task Force looked carefully at the role that Brandon was playing and could play in Manitoba's system of higher education and concluded that its place should be assured. It will probably always be a small institution and more costly on a per student basis than either the University of Manitoba or the University of Winnipeg. It serves important needs, however, and can establish certain special programs precisely because it is small. In many other provinces the value of a university with an enrolment of one to three thousand students has been recognized. Brock in Ontario, Lethbridge in Alberta, and Bishop's in Quebec are examples.

The intimate atmosphere that can be created in such institutions permits students who would be uncomfortable and unproductive on a large campus to receive an education beneficial to them and to society. A society as varied as Manitoba's is wise to provide for the special needs of individuals and groups whose potential is great but whose ability to adapt to large-scale structures may be limited. IMPACTE[5] and the Special Mature Students Program[6], suggest that experiments can readily be mounted in a small institution like Brandon where procedures are flexible and quick adaptations to changing needs can be made.

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[4] In Chapter 8, "The Organization of Post-Secondary System," the Task Force recommends that a Department of Post-Secondary Education replace the present Department of Colleges and Universities Affairs and that the existing University Grants Commission be replaced by the Universities Division of a new Commission on Post-Secondary Education.

[5] IMPACTE (Indian and Metis Project for Careers through Teacher Education) — A two-year teacher education program at Brandon University.

[6] Special Mature Student Program — Special supports for students from disadvantaged groups attending Brandon University.

The challenge to Brandon is to relate in special ways to western Manitoban rural communities and their needs, as well as to develop further its work with native students and the mature entrants. The Task Force endorses strongly the proposed rural studies program at Brandon. Special emphasis should be placed within it on part-time study and offerings should be designed to fit the plans of agencies in the Manitoba government which are developing the "stay option" for rural communities.

Many of Brandon University's financial problems arise from factors quite apart from the system of formula financing used in Manitoba. Improvements in budgetting and accounting practices at Brandon University are needed. But it is doubtful whether a single formula for financing university operating costs can cover the needs of institutions as disparate as Brandon University and the University of Manitoba. The Task Force recommends (chapter 10, "Financing the Post-Secondary System") a different means of meeting operating expenses. Special provisions on a program basis may still have to be made for Brandon University, however, and it is likely that Brandon will always be more directly related to the Universities Division of the Commission on Post-Secondary Education than the other two universities. The University must be prepared to satisfy the Commission on Post-Secondary Education that its higher cost structure is justified because it is providing effective, imaginative, and flexible programs to meet special needs. The liberal arts core of its offerings will, of course, resemble that at any university but it must guard against replicating more specialized kinds of university education that can be provided more economically at the University of Manitoba or the University of Winnipeg.

It is especially important that Brandon expand the sharing of facilities, which may include libraries, audio-visual and computer services, athletic facilities, and residences, with Assiniboine Community College (see chapter 3 — "The Community Colleges", pp. 00). Transfer should be simple from one institution to another and the possibility of joint programs should be actively pursued. The Commission on Post-Secondary Education, as well as its Universities Division, must keep this aspect of Brandon's activity under careful review.

In sum, the Task Force recommends:

a) *that Brandon University concentrate exclusively on undergraduate education, following its liberal arts tradition;*

b) *that the University develop a special mission of meeting rapidly and flexibly local and other special needs by experimenting with new programs and developing close collaboration with Assiniboine Community College;*

c) *that Brandon University be provided with the necessary resources to fulfill the role assigned to it.*

GRADUATE STUDIES

Graduate studies in Canadian universities expanded during the decade of the 1960's much faster than undergraduate enrolments. The figures cited in the Peitchinis report show for the former a 364 per cent increase between 1960-61 and 1969-70, and for the latter 150 per cent growth. In Manitoba, the comparable figures are 483 per cent and 148 per cent. The cost of the increase is even more spectacular since graduate work, according to the cost study on which the Manitoba operating grant formula was based, requires six times more per student than does undergraduate study in arts. The capital costs of providing for graduate students are also higher. The institution that embarks on graduate work is therefore beginning an enterprise that requires the allocation of very considerable sums. The spread is great, however, and inaugurating graduate work in the humanities at the Master's level may demand only an expansion of library resources and a diversion of professors' time, in contrast to the heavy investment and operating costs needed for a Ph.D. in the sciences.

At present, only the University of Manitoba offers graduate degrees. The staff at the University of Winnipeg has for many years participated in the training of graduate students and provided seminars at the graduate level. The graduate degrees themselves, however, are granted by the University of Manitoba.

The Task Force recommends strongly:

a) *that the University of Winnipeg continue to operate primarily as an undergraduate institution;*

b) *that no Ph.D. program be given at the University of Winnipeg.*

Master's programs present a more complicated problem and a case has been made strongly by the University of Winnipeg that it be granted permission to develop graduate programs in English, urban studies, public administration, and perhaps certain other fields such as history. The Task Force was impressed by the enthusiasm shown for developing a limited range of master's studies and has decided to recommend that the University of Winnipeg be eligible to give certain master's level degrees. Our reasons for doing so and the circumstances that justify such degrees being given need to be spelled out carefully.

New graduate programs in Manitoba should be developed only if there is a clear indication of community need. The Task Force is not convinced by the proposition that graduate work is justified as a means of ensuring the proper development of every university.

The argument is often advanced that a university post cannot be attractive unless the person who fills it has an opportunity to do both graduate and undergraduate teaching. We do not believe that this is true and we suspect that arguments supporting this supposition are based on an unwarranted assumption about the relationship between graduate teaching and research. The Task Force believes that a university professor can legitimately expect to have facilities provided for him to do research as well as teach. It accepts the fact that an institution that cuts a professor off from research will be in a disadvantageous position in competing for first-class scholars and scientists. It does not, however, believe that research and graduate teaching are inseparably linked and that a professor must be in an institution offering a graduate program in his field for him to engage in useful and satisfying research.

Research grants in every field, although not in very aspect of every field, are available from federal agencies financing research to individual professors or to teams of professors. These grants do not depend on the participation of graduate students. University of Winnipeg professors already hold such grants and, in addition, have been supported in their research by provincial and private bodies.

The Task Force also finds itself unable to accept the argument that developing a distinctive character for the University of Winnipeg depends on its mounting special graduate programs. On the contrary, we urge that both Brandon and the University of Winnipeg devote their resources to developing distinction as undergraduate teaching institutions and as sources of research related as closely as possible to their undergraduate teaching missions. We believe that this role is no less demanding or indeed inspiring than that which may be played by a university engaged in extensive graduate work. On the contrary, we believe that an unequivocal acceptance of an undergraduate teaching ~~role~~ would release and direct energy and innovative imagination at both institutions. In the climate of the 1970's effective undergraduate teaching will be more important than ever in the eyes of both students and the public.

Nevertheless, sensible use of higher education resources in Manitoba requires that the particular skills and knowledge of professors at the University of Winnipeg and at Brandon University be made available for students engaged in graduate work. There should be an opportunity for such professors to give graduate courses and seminars and to supervise graduate theses when they are the best sources of this instruction within the provincial university system.

One means of permitting such individual professors to play a role in graduate work already exists in the form of adjunct professorships at the University of Manitoba. This mechanism should be used more extensively. The post of adjunct professor at the University of Manitoba is one held in that institution's Faculty of Graduate Studies. The term of appointment is three years and is renewable. The adjunct professor may supervise theses, serve on thesis committees, participate in the formulation and execution of graduate studies policy, and sit on the Faculty Council of Graduate Studies with voting rights. These provisions seem reasonable.

There is a possibility, however, that at a time of declining enrolment in certain parts of the university the University of Manitoba will tend to use its own professorial resources for all graduate work instead of perceiving the total professoriate of Manitoba as a pool of resources for graduate studies. The Task Force, therefore, recommends *that any professor at the University of Winnipeg or Brandon University be entitled to request that he/she be appointed by the University of Manitoba as an adjunct professor and thereby be entitled to give instruction at the graduate level.* Voluntary co-ordination amongst the universities will probably be adequate to prevent disputes over the criteria for appointment. Should difficulties arise the Universities Division could provide for review by or appeal to an external committee made up of recognized non-Manitoba specialists in the field in question.

Developing the adjunct professorship may not meet the situation in which the University of Winnipeg has a considerable capacity to provide master's work in a field where the University of Manitoba is already active. The M.A. in English is a case in point. The Task Force was informed that for many years a significant proportion of the M.A. students in English awarded degrees by the University of Manitoba had done a substantial part of their course work and had their theses supervised at the University of Winnipeg. Is it sensible that such students be unable to receive University of Winnipeg degrees? The Task Force does not believe that it is. Taking account of the favourable recommendation from the Inter-University Appraisals Committee, the Task Force recommends *that the University of Winnipeg be immediately permitted to grant the Master of Arts degree in English according to the terms approved by the Inter-University Committee on Graduate Studies and Research.*

In itself this recommendation is insufficient and must be linked with a more general statement about master's degrees that duplicate those given at the University of Manitoba and with proposals that will safeguard against the wasteful duplication of resources.

Permission to grant master's degrees should be given in each instance by the Universities Division of the Commission on Post-Secondary Education. The Task Force recommends *that the Universities Division permit master's degrees at the University of Winnipeg in the same disciplines as the University of Manitoba only when*

a) *considerable student demand at the University of Winnipeg can be established clearly;*
b) *the number of competent staff available to man a master's program at the University of Winnipeg is too large to be handled sensibly by adjunct professor appointments;*
c) *important elements of complementarity with, rather than duplication of, the program offered at the University of Manitoba can be established.*

We further recommend *that the Universities of Winnipeg and Manitoba establish an inter-university committee in each discipline or field where both offer a master's degree.* This committee should co-ordinate staff appointments, arrange for the easy interchange of credits, guard against unnecessary course duplication, and foster co-operative arrangements with respect to guest lecturers, visiting professors, and other matters of common interest. If voluntary committees are not formed or are ineffectual, the Universities Division of the Commission on Post-Secondary Education should take action to assure co-ordination.

Instances of the duplication of master's programs should be rare. The only field other than English brought to the attention of the Task Force was that of history. We urge the University of Winnipeg to show great caution in developing such proposals and the Universities Division to exercise even greater caution in approving them. In addition to the three conditions listed above, we would hope that elements of originality and innovation would be features of any proposals that did come forward.

Other things being equal it would be of greater advantage to university education in Manitoba if proposals from the University of Winnipeg pioneered part-time graduate study, preferably in a planned work-study format. The existence of two master's programs in Manitoba should assure students of a real choice not just in terms of professors and standard courses but in style of pursuing graduate study. Collective projects tied in with the research interests and competence of a professor offer another possibility of flexibility and choice.

Normally, a master's program at the University of Winnipeg should be put forward for appraisal because it fills a need not already being met at the University of Manitoba. It should usually, we believe, be in an interdisciplinary field rather than in a single discipline. The plans for a master's degree in urban studies may fit this pattern well. Without substituting itself for the appraising and approving process to be established by the Universities Division of the Commission on Post-Secondary Education, the Task Force would encourage the University of Winnipeg to complete its plans and submit them for early consideration by the Division. We are less convinced about the merits of developing a master's degree in public administration and urge the University of Winnipeg to consider such alternatives as a diploma program.

To assist both the Universities and the Universities Division of the Commission on Post-Secondary Education to plan graduate studies in the province, the Task Force recommends *that the Universities Division create a Graduate Programs Committee composed of representatives of the public and of professors with established scholarly reputations.* This Committee should be instructed to establish an appraisals sytem similar to that already initiated by the Inter-University Committee on Graduate Studies and Research in Manitoba. The Graduate

Programs Committee would replace the Inter-University Committee on Graduate Studies and Research.

In conclusion, we wish to reiterate the view that the University of Manitoba should be the main vehicle for graduate studies and that the primary and predominant role of the University of Winnipeg and of Brandon University must be in undergraduate education and research related to it.

DEGREES, DIPLOMAS, CERTIFICATES

A great deal has been written recently about the evils of the "certification syndrome". North America in the mid-twentieth century is seen to have a mania for classifying people, awarding to some and denying to others certificates attesting to their worthiness to be hired for one post or another in society. Degrees, diplomas, certificates, or other documents are, the argument runs, a means of controlling access not just to trades and professions but to all the best positions and the most desirable careers. Often the qualifications for certification have little relationship to the real requirements in terms of skills and abilities of the posts to which they give access. They become an arbitrary and biased means of restricting entry to lucrative activities and thus keep earnings as high as possible. If we are to return to a concept of equal opportunity and to prevent society from being held up for ransom by artificial restrictions on the supply of certain kinds of labour, we should decertify society.

The Task Force encountered remarkably little of this feeling in Manitoba and remains unconvinced that this province should embark on its own on a policy of decertifying society. Some of those who presented briefs to us or met with us informally were critical of evaluation methods and especially of examinations but no one made the case for abolishing university degrees or other diplomas or certificates. On the basis of the views presented to us we could not justify a recommendation such as that made in *The Learning Society*, the Report of the Commission on Post-Secondary Education in Ontario, which proposed that "Legislation should be enacted to prevent discrimination in employment because of attendance or non-attendance at educational institutions."[7]

On the contrary, we found that students, especially those in community colleges wanted a document to prove their achievement. Moreover we found that people who had been unable to complete their formal schooling or who had completed what now seemed to be the wrong kind of schooling want not the abolition of the degree or certificate but a second chance at obtaining it.

The Task Force therefore believes that Manitoba should provide more flexible means for obtaining "certification" and not attempt at this time to do away with papers attesting to educational qualifications.

In order to increase the flexibility of degree granting by the universities, we recommend:

a) *that opportunities be increased for obtaining degrees and diplomas on a part-time basis.* We urge that professional faculties immediately study (or re-study) the possibility of offering part-time degree programs. We believe that curricula can frequently be arranged into "blocks" of work, some of which may require full-time attendance for a limited period and others that may be taken while holding a job. Devised with care, degree programs of this kind can maintain the same standards as those that require consecutive, full-time attendance for several years.

b) *that candidates be entitled to challenge for advanced standing.* Assessment procedures should not rely exclusively on a challenge examination but should take into account the judgment of qualified persons who are acquainted with the candidate's work and study experience prior to his application for entry to university.

c) *that there be increased transferability from the technologies to professional education, with account being taken of technological credits.*

EXTERNAL STUDIES EVALUATION BOARD

Existing universities are unlikely to be able to modify their admission and evaluation rules sufficiently to take account of all the circumstances that may merit the award of a university-level degree. Established universities hesitate to give their *imprimatur* to a candidate who has successfully taken courses in a variety of institutions and places or who has had experience that may be equivalent to formal course work. Yet such a man or woman may have just as strong a claim to a degree as a student who has followed a more standardized pattern of schooling in a single institution. Therefore, an External Studies Evaluation Board (ESEB) empowered to award its own degrees at the bachelor's level and appropriate certificates and diplomas will be an essential part of Manitoba's post-secondary system. The External Studies Evaluation Board would give no courses of instruction whatsoever. Its sole responsibility would be to evaluate the qualifications of persons who had received their post-secondary education, or its equivalent, at other institutions or in other ways. We would see it functioning as follows.

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[7] Report of the Commission on Post-Secondary Education in Ontario, *The Learning Society*, Toronto: Minister of Government Services, 1972 Recommendation Number 53, p. 74.

A candidate would prepare a portfolio (following clear instructions from the ESEB) containing a full record of his post-secondary learning experience. This might include evidence of successful completion of company training courses and of courses taken at any university or college, descriptions of positions held and of the nature of duties performed, written reports, substantial memoranda or designs done by the candidate, and detailed assessments from senior supervisors of the candidate's knowledge and skills. The ESEB would assess each portfolio and either award the appropriate degree, diploma or certificate on the basis of it, or, more likely, indicate the courses or projects the candidate should undertake to bring his portfolio up to its required standard. Necessary courses could be taken at any recognized institution on a full-time or part-time basis but would *not* be offered by the ESEB itself. We recommend *that the Government of Manitoba establish an External Studies Evaluation Board and empower it to award its own degrees, diplomas, and certificates.*

The Task Force does not underestimate the difficulty of creating a credible degree-granting body of this kind. High qualifications would be required for the examiners, many of whom might be professors at established universities, engaged on a part-time basis. The experience of such bodies as the New York Regent's Committee for the awarding of external degrees, Minnesota Metropolitan State College, and others in North America and elsewhere suggests that the task is feasible. We believe that the demand for such a service in Manitoba is real but we are not sure of its extent. For this reason we believe that all the western provinces should combine to provide external degrees. The Government of Manitoba should approach the other western provinces with this proposal. It is regrettable that the Interprovincial Committee on University Rationalization (IPCUR) has recently been abandoned for this would have provided a framework for cooperative action. Another means of linking the western provinces for collaboration in post-secondary education and particularly for creating joint institutions like the proposed ESEB will have to be found.

PROFESSIONAL EDUCATION

Professional education at the university level is concentrated in specialized faculties at the University of Manitoba. Many of the briefs received by the Task Force expressed the views of professional organizations on the range and quality of this education. Inevitably, detailed propositions and criticisms predominated that were fully comprehensible only to those intimately acquainted with a particular profession. The Task Force did not interpret its mandate to require close study of each aspect of professional education, yet it concluded that generalized recommendations would be of little value. We are conscious of a need for a thorough review of professional education and for careful consideration of questions such as: What period is required for the completion of professional studies? Are too many years of study now demanded? How much general arts or science study should precede specialization? Are the right criteria being used to decide who will have access to professional schools and to the careers they open up? What kinds of professional education should be taken at university and what kinds at community colleges? Can dead ends partway up a professional services career ladder be avoided so that, for example, the orderly can become a technician, the technician a registered nurse, the registered nurse a physician without having to begin at the bottom again every time with no or few credits allowed? What is the division of authority amongst the faculty or school, the professional association, and relevant government department when it comes to curriculum, years of study, certification and licencing?

The Task Force has outlined (chapter 9, "Planning for Post-Secondary Education") a planning scheme that would examine successively several professional groupings. We propose that the Post-Secondary Education Commission seek answers to the questions listed above and others like them by initiating this kind of planning at an early stage.

ACCESS TO THE UNIVERSITIES

The Task Force has stressed the need in Manitoba to establish equality of access to post-secondary education opportunities for citizens of all ages and of all areas regardless of their social and economic background. The role that the universities must play in providing equal access should be limited to those fields which are properly at the university level. One of the mistakes of the 1960's was to overload universities with responsibilities for kinds of training that could better be offered in other institutions. This said, the responsibility of the universities remains heavy and although many worthwhile improvements have been made in opening university programs to persons of varied backgrounds a great deal remains to be accomplished. The Task Force commends the provision for mature student admission and special programs for native students and others with education backgrounds not conforming to standard requirements. Unless this admission policy is supported by other measures, however, it may simply provide students with an opportunity to fail. The Task Force recommends *that two kinds of services be developed to supplement liberalized admissions procedures*:

a) voluntary pre-admission training courses;
b) student services adapted to the requirements of mature students and other students with special needs.

VOLUNTARY PRE-ADMISSION TRAINING COURSES

During the January to May term prior to university admission, mature students should have special preparation courses available to them at the universities and through Regional Boards. Native students, students from remote areas, etc., may profitably be grouped together for training related to their past experience. Instructors should be employed who understand and are sympathetic to the background of the students undertaking this pre-university training. During this period each student should have his particular weaknesses assessed and remedial training, particularly in English and in mathematics where required for their university program, should be provided.

In addition, the students should be made familiar in a two-week training session prior to the opening of the fall term with university resources available to them. They should be instructed in the use of the library, in methods of writing essays and term papers, in laboratory procedures, and in other university-level skills. It is particularly important that the staff of this fall training program include those who are in charge of providing health services, student aid, and academic and personal counselling. Students will thus meet those to whom they can turn if they encounter difficulties during the school year.

Special grants will be needed to finance both types of pre-admission training for mature entrants. Eligibility for those grants should be established according to the same criteria used for student aid during the regular academic year.

SUPPORT SERVICES DURING THE ACADEMIC YEAR

As Manitoba universities accept more and more students with varied backgrounds they will need to adjust the kinds of university services made available to these students. One of the most important groups is composed of Indians, Métis and Eskimos. Even if the greatest care is taken to orient native students prior to their admission to university, a great deal will still be required to give them equal chances for success once they are enrolled. The work done at Brandon University for special mature students may serve as a model for the future but further experimentation with the programs inaugurated there should continue. All universities will need to adapt their health services and, perhaps more important, their guidance and counselling services to the special needs of native students. Counselling will be needed for these as for other students both in coping with personal and social questions and for career planning. Those engaged in giving advice and help to native students on problems of personal adjustment must be thoroughly familiar with their background and, in some cases at least, should share it.

The outlook of many native students towards careers and future life possibilities will vary considerably from that of the majority of students who come from urban, middle-class homes. Indians, Métis, and Eskimos will need intensive advice in selecting courses and programs and in assessing the opportunities open to trained persons in a post-industrial society. They will frequently need tutorials in subjects where they have weaknesses in their background education. The students' societies at Manitoba universities could take a special role in providing such tutorial assistance. Frequently sessions with a student who has just wrestled with the problems that the tutee is facing are of greater value than sessions with a professor or graduate student. Many universities have succeeded in mounting free, or at least inexpensive, tutorial services of this kind. But it is not easy to do for the demand for tutorials usually increases just at examination time when student tutors have to attend to their own studies. A program that begins early in the term and spaces tutorials through the academic year will require effort and careful planning but just such planning is needed to provide real opportunities for higher education to the large native population of Manitoba.

Mature students from other backgrounds will also require special attention and special skills in health, guidance, counselling, and other student services. The students' societies should be able to provide organizational frameworks whereby mature students can help themselves and be integrated into the student body in ways which best suit their interests. The kind of tutorial service mentioned for native students could well be organized for mature students and for other groups with special needs, such as black students, students from remote areas, students from low income families, and students who are recent immigrants.

Women students who are part of the mature student contingent frequently have family responsibilities requiring special attention. The case for a day care centre on each of the three campuses is a strong one. Such centres should be subsidized for students but provide an unsubsidized service for the children of male or female academic and support staff. A case for such centres has been made with great care in other provinces and the Task Force believes that the universities should lead the way in Manitoba in providing day care services. We therefore recommend *that a day care centre be established on each university campus in Manitoba.*

The counselling and guidance services should pay particular attention to the needs of women students so as to counteract the stereotyping of roles according to sex which is so strong a feature of North American society. The tendency for women students to limit their horizons to positions in which women traditionally are classified means a serious loss of competence and dedication for society as a whole. It should be part of the university's responsibility to aid women students in making study choices with a view to the widest range of future career possibilities.

The changing composition of the student body in Manitoba universities should be reflected in the courses and programs to be taught. The Task Force does not advocate offerings tailored to the cultural interest and background of a particular group; all courses should be open to all qualified students. It does see a need for a wider range of courses on the history, culture, legal position, and social organization of native peoples and it urges professors especially in the social sciences and humanities to take into account other groups — women, black Canadians, those from disadvantaged as well as middle-class backgrounds — in the design and presentation of their courses. We do not believe we can prescribe the form that curricular adjustments should take. In certain cases a major program may be appropriate, in others simply the introduction of new courses or new material in existing courses.

UNIVERSITY EDUCATION IN THE FRENCH LANGUAGE

Le Collège de Saint Boniface has for many years provided university level education in the French language within the framework of the University of Manitoba. The last few years have been a time of growth and buoyancy for the College, due to a great extent to the establishment of the Institut de Pédagogie, financed by federal money. The attendance in arts and science subjects has also increased slightly. Discussions with the Rector and some of his colleagues revealed that a major problem foreseen by the College arises from the decision of certain professional faculties, such as medicine and agriculture, at the University of Manitoba to take students directly from Grade XII and to give them arts and science training integrated with their professional studies. When these arts and science subjects are interspersed in the timetables of the professional faculties it becomes extremely difficult to permit French language instruction in these disciplines to be provided at Le Collège de Saint Boniface. There are also almost insuperable problems of transportation from the College to the University within the context of an integrated timetable. The case for grouping these subjects in a time frame that would not cut French language students entering into the professional faculties from studies in their own language in the arts and science disciplines is a strong one. A solution to the problem should be possible without abandoning the desirable principle of integrating general and professional studies. The Task Force suggests that the Universities Division of the Commission on Post-Secondary

Education supervise a negotiated settlement between the College and the University on this question.

The work of Le College de Saint Boniface and the scope of its activities should increase considerably with the creation of the regional framework for post-secondary education that is recommended in chapter four. A French language region centering in St. Boniface but with responsibility for French language education at the post-secondary level in other communities where this language is well represented will demand collaborative action from the College. Indeed, it may be expected that students and staff at the College will take a leading role in working out the programs that the regional organization will require. There is already within the College an interest in extending the scope of its work into non-academic and non-university training fields. The Task Force recommends *that while the College de St. Boniface should remain primarily concerned with its academic program, cooperative arrangements similar to those recommended for Brandon University and Assiniboine Community College should be established from the outset between the College and the French language Regional Organization.*

THE STATUS OF WOMEN IN THE UNIVERSITY

Although attention has already been drawn to some of the needs of women students, the subject of the participation of women in higher education deserves more extended attention both with respect to women as students and women as part of the university staff.

Women students make up only one-third of the total university population in Manitoba and they are heavily concentrated in such fields as arts, science, home economics, interior design, nursing, education, medical rehabilitation, and dental hygiene. Only small numbers register in the professional faculties, such as medicine, dentistry, and law, and there is a low registration comparative to that of men within the graduate programs offered at the University of Manitoba. Much of the remedial action needed to correct this situation lies outside the scope of the university itself and there is evidence that the decision to follow a traditional women's program is made much earlier. Students are influenced to narrow their horizons by their homes, their peers, attitudes of potential employers, and indeed by attitudes that pervade all society.

The Task Force endorses the recommendation of the Royal Commission on the Status of Women (Number 72) "that the federal government, the provinces, the territories set up committees to review all government publications concerned with the choice of occupations and careers in order to select and use only publications that encourage women to consider all occupations, including those which have been traditionally restricted to men." The universities have the additional responsibility of making sure that post-secondary information brochures sent to junior and senior high schools emphasize the role that women can play in all career lines.

Three of the recommendations made earlier in this chapter which have general application should have a beneficial effect on the participation of women in university education:

a) Women are equally represented in the part-time enrolment of the universities. It is likely that women's opportunities will be increased by an expansion of part-time offerings, particularly through the creation of evening courses whenever enrolment justifies giving such courses and by the arrangement of evening courses so that they constitute a coherent program of studies over a reasonable number of years.

b) The recommendation that the professional faculties study carefully and implement as quickly as possible part-time studies in professional faculties, such as law, commerce, engineering, and possibly medicine and dentistry would increase the attractiveness of these studies for women students.

c) The proposal for an External Studies Evaluation Board and the creation of external bachelor's degrees will be particularly interesting to women students, many of whom must change their city of residence at an awkward time in their educational careers due to the transfer of husbands from one location to another and to a lesser extent the transfer of parents on whom more female than male students depend for financial support.

The under-representation of women in graduate studies may be in part a function of traditional attitudes toward women's careers within these departments, most of which are dominated by male staff. The Committees on the Status of Women recommended for each university should pay particular attention to procedures used in the selection of students by university departments and by the Faculty of Graduate Studies at the University of Manitoba.

The Task Force found very few women occupying positions of leadership within the universities. Only a handful occupied the post of department head, only two reached the level of director, none is at present a dean. Those in the top echelons of the central administrations, presidents and vice-presidents, are exclusively males. Non-academic staff department heads also are almost exclusively male. The remedy for this situation is unlikely to be found overnight; only continuous action will result in change. The Task Force therefore recommends:

—*that each university establish a committee on the status of women*

a) *to ensure adequate representation of women on search committees for deans, directors and department heads, both academic and non-academic.*

b) *to ensure that women are adequately represented on appointments committees within departments, and in those cases where there are no women staff members in departments, to ensure the presence of a spokesman for a women's point of view;*

c) *to ensure attention to admissions procedures as they affect women, particularly in graduate programs.*

We further recommend *that the universities immediately institute two other measures:*

a) *the provision of maternity leave for both academic and non-academic staff;*

b) *the abolition of regulations forbidding the appointment of both husband and wife in the same office or department.*

UNIVERSITY EDUCATION IN NORTHERN MANITOBA

The problem of access to university education for those living in the North of the province is one that requires particular action. The Task Force did not favour the creation of a University of the North, even in conjunction with the other prairie provinces. It believes that the regional organization (chapter 4, "The Regional Organization," p. 58) will be the more effective way of providing university level opportunities. The Norman Regional Board will require the close collaboration of all universities in making sure that there is equal access for residents of this vast area. The best solution may be the establishment of a full first year university program in the North: through combined action in high schools which may have staff qualified to give university-level courses; through commuting by university professors from campuses in the South; and through the accreditation of university lecturers resident in the North.

The existing committee linking the three universities to provide courses in the Northern area should provide a liaison with the existing institutions for the new Regional Board but responsibility we believe must rest with the regional organization in ensuring adequate coverage. Other arrangements for travel grants and special support again would be best worked out under the aegis of the regional structure.

RESEARCH IN THE UNIVERSITIES

The research activities of universities have come under careful scrutiny over the past few years.[8] In the attempt to develop a Canadian science policy, university-based research has been related to industry-based research and the in-house research of various federal ministries. Questions have been asked about the kind of research role that the universities should play in a national scientific development plan: should they confine themselves largely to pure or fundamental research or should they undertake extensive applied research assignments? Is money being properly divided between the funding of scholars who define their own research objectives (curiosity-oriented research) and finding answers to the problems that the public or the government believes are most pressing (mission-oriented research)? Is there one kind of research that is particularly related to teaching and is therefore the responsibility of every professor (reflective enquiry) and another kind of research that only a few professors, in a limited number of universities, should engage in (frontier research)? The provinces have also shown a heightened interest in research both because they need answers to problems that lie within their jurisdiction and because they are concerned about the research component in university costs.

Although the Task Force cannot attempt to enter into every aspect of these discussions, it recognizes the great importance of research in the spectrum of activity undertaken by Manitoba universities. We are aware of concerns about research. Students from the University of Manitoba who appeared before us feared that research was encroaching on teaching, and officials of the provincial government were disturbed about bearing the fixed overhead costs of research facilities that had originally been funded by federal agencies. We are also aware of the high value that the universities and the public place on the discovery of new knowledge.

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[8] Recent studies at the national level include: Special Study Number 7 prepared for the Science Council of Canada and the Canada Council, *The Role of the Federal Government in Support of Research in Canadian Universities*, Ottawa, 1969 (the Macdonald Report); The Report of the Senate Special Committee on Science Policy, *A Science Policy for Canada*, Ottawa, 1972 (the Lamontagne Committee Report) and Report of a Commission to Study the Rationalization of University Research, *Quest for the Optimum*, AUCC, Ottawa, 1972 (the Bonneau Corry Report); The Report of the Commission on the Relations between Universities and Governments, *The University, Society and Government*, Ottawa, University of Ottawa Press, 1970 (the Hurtubise Rowat Report).

Three aspects of research policy will be examined: the role of the federal and provincial governments in funding university research, the place of university research in an overall provincial research policy, and the organization of research within the universities themselves.

FEDERAL AND PROVINCIAL FUNDING OF RESEARCH

Up to the present, funding for university research has come primarily from the federal government and particularly from the three major granting agencies of that government — The Canada Council, The National Research Council, and The Medical Research Council. In future the granting policy of these bodies (or their successors) may be altered. Funds for applied research at the universities may be reduced. There is considerable pressure on the federal government to substitute contracts for grants where it wishes to secure outside services for applied research. Grants for applied research that has little relevance for federal purposes and that deals with problems not clearly within federal jurisdiction are especially vulnerable. On the other hand, it is reasonably certain that basic research will continue to be funded at a high level through federal government grants.

The role the provinces play in research will probably expand as the magnitude of the federal effort (in terms of its range if not its dollar value) is reduced. There will be a particular need for provinces to make their own provisions for applied research on problems lying within their constitutional responsibilities.

In spite of these possible changes in the direction of federal research spending the impact of federal monies going towards university research will continue to be great. At present, the federal government does not in its research grants from its major granting bodies make specific allowance for indirect costs.[9] The Task Force strongly supports the recommendation of both the Bonneau-Corry Report and the earlier Macdonald Report that the federal government add to research grants an amount for overheads. The Bonneau-Corry Report estimates 45 per cent as an appropriate overhead allowance, and the reasoning followed by the Commissioners in their report is accepted by the Task Force. We therefore recommend *that the government of Manitoba urge the federal government to include a 45 per cent overhead allowance in all research grants to universities, and that the government of Manitoba follow this procedure in making its own research grants.*

PROVINCIAL RESEARCH POLICY AND THE UNIVERSITIES

The Task Force is conscious that it is going beyond its terms of reference in discussing the coordination of research policy for the provincial government as a whole but it believes it is justified in saying a few words on the subject because of the great impact such a policy might have on the universities.

The Task Force recommends *that a Manitoba Research Council*[10] *be created with power:*

a) *to make its own grants and contracts for research;*

b) *to act as a channel for private business research;*

c) *to oversee the allocation of research grants and contracts over $15,000 made by other government departments and agencies.*

With such a power, the Council could not only ensure that wasteful duplication of research was not fostered by the government but could also develop in a planned way the contribution of the universities to solving provincial research problems. The universities are already interlocked with government in research but the lack of a single coordinating agency distorts both university and government priorities.

Two aspects of the work of such a provincial Research Council are of particular concern to the Task Force. First, the Council could ensure that research funds were available to elements in the community, such as the urban poor, native peoples, and consumer groups, who cannot finance enquiries into their own problems. Research directed towards economic growth and business development would not be dropped but a wider range of research would be permitted. The universities have been accused of doing research only for the wealthy and powerful. To the extent that the charge is true it is explained by the fact that university research costs money, should not be financed out of funds reserved for teaching, and therefore is now sponsored largely by government and industry. Provincial research funds made available to disadvantaged groups which might be funnelled through the universities would permit both government and universities to fill an important gap in provincial social policy. Secondly, the Research Council could develop policies regarding the best location of research activity. Should the universities create research institutes to tackle major provincial problems? Should such institutes be outside the universities? It is doubtful whether a single general answer is possible and the Task Force is certainly not prepared to venture one. We believe that it will usually be advantageous to the government, the universities, and the public for the resources of the universities to be fully exploited in provincially-directed research but the precise mechanisms for ensuring the best use of a university input deserve careful study. The answers that emerge will affect the costs of the university and the balance between research and teaching within them. A provincial Research Council is needed, we believe, to search out these answers.

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[9] Ottawa's general subsidy to higher education (approximately 50 per cent of total university costs) may be deemed to cover these indirect research costs, and such is indeed the claim of many federal spokesmen. But the whole question of federal participation in higher education is up for examination with the expiry of the already extended Fiscal Arrangements Act and the general subsidy may not continue in its present form.

[10] Manitoba already has a Research Council, created in 1971, but both its functions and the resources available to it are limited. It is focused on industrial growth problems and aid to business and lacks coordinating powers.

THE ORGANIZATION OF RESEARCH IN THE UNIVERSITIES

Until recently, research decisions in the university have been the almost exclusive preserve of the individual professor. He determined what he wanted to study and if he could find a granting agency to fund him he went ahead with his project. He might have to negotiate with the university for space but he did not have to seek its approval for his project. The university provided a place for individual scholars to pursue their interest, usually vetoed secret research except under exceptional circumstances, acted as a banker and accountant for researchers, and tried to ensure that graduate students got involved in their professor's research in a useful way. It did little else, except perhaps to distribute small sums as seed money to promising scholars who could not yet command the support of an external granting agency.

There was, and is, good reason why scholars themselves should decide what lines of intellectual or scientific enquiry are most relevant and to which they can make the greatest contribution. To a very great extent research must follow the special insights of those who have spent their lives understanding the intricacies of a particular discipline or field. No external body can substitute for these insights. The fact remains, however, that a great deal of research must also be carried on to solve problems that the community identifies as important. And within the universities lie resources that can be devoted to such research.

Fixing a balance between professors' curiosity-oriented research and the mission-oriented research dictated by social priorities is a thorny problem but, difficult or not, it requires attention by the universities of Manitoba. This is a problem of social responsibility. Closely allied to it is a problem of institutional balance in research, a problem of ensuring that research efforts are so directed as to provide the greatest benefit to the university as a total institution. To use deceptively simple terms the universities must judiciously encourage research that meets community and institutional needs and discourage research that is harmful to the balance within the institution or can be done better elsewhere.

The negative aspect of such a policy is, of course, the most difficult to implement. It is much easier to say yes than no, to encourage than to veto. This is especially true when the judgment in question is about a research problem, the outcome of which is by definition unknown. Should, for example, a university support the research grant application of a professor of mathematics or physics who wishes to study a problem in astronomy that can well involve him in spending long periods at a remote observatory, in which none of his graduate students can readily be involved, and in which his colleagues are not very interested? If it says no, is it inhibiting the development of a line of enquiry that could add greatly to our understanding of the universe? If it says yes, is it permitting one of its staff to isolate himself from the university and the community and to reduce his contribution to teaching and to the running of the university community?

A first step towards a good research policy for the universities may be made simply through openness and good reporting. If the public is fully aware of the kinds of research the universities are doing it may generate counter pressure to research that is extravagant and inappropriate to the university's and the community's priorities and objectives. The danger of know-nothing ridicule is obvious but surely tolerable. The university must always be prepared to come strongly to the defence of professors who wish to pursue insights that may seem obscure and improbable to the public. But it should be prepared to justify such research against the background of a research policy that makes sense to an informed public.

The University of Manitoba has gone a long way in the creation of structures for the planning of research in the interests of the university and the community. It received justified commendation for this work in the Bonneau-Corry Report. The Task Force was particularly impressed by the carefully worked out procedures for disbanding research institutes which have served their purpose and it urges the University to make sure that these procedures are given every opportunity to work themselves out without the obstruction of special interests. The remaining tasks of the research planning unit, headed by the Vice-President for Research at the University of Manitoba, lie in establishing internal research priorities and in refining methods for allocating university space and resources to research.

UNIVERSITY OF MANITOBA RESEARCH

Faculty	1970-71	% of total research funds	1971-72	% of total research funds
Agriculture	$1,550,666	17.57	$1,982,297	20.42
Architecture	25,399	.3	59,278	.61
Arts	279,254	3.16	288,993	2.98
Social Sciences	(258,069)	(2.92)	(246,482)	(2.54)
Humanities	(21,185)	(0.24)	(42,511)	(0.44)
Commerce	24,972	.28	31,765	.33
Dentistry	333,248	3.77	486,204	5.00
Education	5,721	.07	20,159	.20
Engineering	562,922	6.38	490,037	5.04
Home Economics	62,903	.71	54,517	.56
School of Fine Arts	1,880	.02	3,978	.04
Law	48,853	.55	82,942	.85
Medicine	3,162,874	35.83	3,667,269	37.78
Pharmacy	42,613	.48	43,654	.45
School of Physical Education	8,334	.09	1,486	.02
Science	2,003,172	22.7	1,952,324	20.11
School of Social Work	85,345	.97	79,536	.82
Computer Centre	207,130	2.35	36,103	.37
Graduate Studies	301,935	3.42	295,573	3.05
Miscellaneous	118,872	1.35	131,465	1.37
University Total	$8,826,093	100.00	$9,707,580	100.00

The Task Force paid particular attention to the distribution of research effort at the University of Manitoba, where the largest sums and the greatest efforts in research are being made. The above table gives an idea of the relative weight given to research in various parts of the university. It obviously inflates the research effort in the sciences and underestimates that in the arts, for the latter does not normally require expensive equipment and special facilities. Research in the social sciences is easier to measure in monetary terms than that of the humanities, for in the former case something more than access to a library is usually needed and that something (field work, surveys, computer runs) normally costs money. Even if these factors are given full weight, however, it is hard to justify the distribution of resources that is illustrated, either in terms of a sensible relationship between research and teaching or in terms of national or provincial needs. The paucity of research in the social sciences and humanities is particularly striking and the reasons for this lack require careful analysis. The Task Force believes that all professors have an obligation to do research as well as to teach. It is not clear that professors in the social sciences and humanities departments at the University of Manitoba accept their obligations to do research as fully as do professors in the sciences and in the science-oriented professional faculties. The weak showing of the social sciences may be explained in large part by the inadequacy of funding for social science research in North America as a whole but particularly in Canada, until very recent times. There has been some improvement and much more is due. The question remains whether the demand for research funding from social scientists has been strong enough to induce a better supply of funds. The Task Force did not have drawn to its attention any examples of research proposals from social scientists being turned down by granting bodies. If demand is low, there may be a place for internal seed money for encouraging social science research. The Universities Division of the Commission on Post-Secondary Education should therefore enter into discussions with the University of Manitoba with a view to assuring that monies can be allocated to begin the process of ensuring adequate social science research in the universities. Such funds may also be required to maintain high levels of scholarship in the humanities.

At the other end of the spectrum lie the immense sums (in comparative not absolute terms — the University of Manitoba does not have a different pattern of research funding from other Canadian universities) devoted to research in the physical and biological sciences. Here the problem of duplication of effort in other prairie and Canadian universities needs a watchful eye. While the university itself cannot be expected to solve the entire problem, one which requires federal-provincial negotiation and agreement, it can be asked to decide within its own frame of reference the kinds of costly and heavily equipment-oriented research which are best done on its own campus and which do not replicate research at other prairie or Canadian centres. This does not mean of course that the University of Manitoba should not in certain fields be at the very forefront of scientific research; it does mean that these centres of advanced research must be carefully selected and must relate not only to talents and competence of the University of Manitoba faculty, but to the total research effrot of the country.

It has been stressed throughout this Report that the role of a university professor includes research as well as teaching. This being the case, research development at the University of Winnipeg and at Brandon University is, although inevitably on a lesser scale, just as important as that at the University of Manitoba. The coordination of research activity, particularly with respect to the humanities and social sciences, is needed at both universities and the recent naming of a Vice-President (Academic) at the University of Winnipeg should provide the focus for this kind of research planning. We have already expressed our belief that the primary mission of the University of Winnipeg is undergraduate teaching. We therefore hope that the Vice-President (Academic) will seek to relate research to teaching and ensure a healthy balance between curiosity- and mission-oriented research. Within the latter category, we would expect further development of the already very creditable research into urban community needs. At Brandon University a research committee should be sufficient to assure the kind of research planning that is needed and a more elaborate administrative structure appears unnecessary. Responsibility for the administration of research grants could readily be assigned to an academic dean who already has other faculty responsibilities. The desirability of research being guided by academic rather than support staff is worth stressing. The Task Force believes that both these smaller universities must ensure the integration of research activity with university policy as a whole at the highest level.

The determination of the cost of research to the university is a subject that needs more explicit attention than it has received in the past. The Universities Division of the Commission on Post-Secondary Education should require university accounting procedures to make very clear the university resources in terms of space, equipment and supplies, and support staff contribute to research. The Task Force does not believe, however, that it is useful to try to divide professors' salaries into portions attributable to research and teaching respectively. To do so would be to attempt to separate functions that should be so closely interconnected as to merge at almost every point. The overheads of research, however, can be identified and control over them should be exercised. If overhead allowances are made in federal, provincial, and other grants in the future, their allocation should be carried out meticulously by the university, although not necessarily on a grant by grant basis. These questions will be treated more fully in chapter 10 "Financing the System", p. 159.

RECOMMENDATIONS

The Task Force recommends:

1. that full-time enrolment at the University of Manitoba should not exceed 15,000 students, graduate and undergraduate, by 1980-81. p. 18

2. that the Universities Division of the Commission on Post-Secondary Education work out with the three universities an acceptable plan for enrolment control. p. 19

3. a) that Brandon University concentrate exclusively on undergraduate education, following its liberal arts tradition;

b) that the University develop a special mission of meeting rapidly and flexibly local and other special needs by experimenting with new programs and developing close collaboration with Assiniboine Community College;

c) that Brandon University be provided with the necessary resources to fulfill the role assigned to it. p. 20

4. a) that the University of Winnipeg continue to operate primarily as an undergraduate institution;

b) that no Ph.D. program be given at the University of Winnipeg. p. 20

5. that any professor at the University of Winnipeg or Brandon University be entitled to request that he/she be appointed by the University of Manitoba as an adjunct professor and thereby be entitled to give instruction at the graduate level. p. 21

6. that the University of Winnipeg be immediately permitted to grant the Master of Arts degree in English according to the terms approved by the Inter-University Committee on Graduate Studies and Research. p. 22

7. that the Universities Division permit master's degrees at the University of Winnipeg in the same disciplines as the University of Manitoba only when:

a) considerable student demand at the University of Winnipeg can be established clearly;

b) the number of competent staff available to man a master's program at the University of Winnipeg is too large to be handled sensibly by adjunct professor appointments;

c) Important elements of complementarity with, rather than duplication of, the program offered at the University of Manitoba can be established. p. 22

8. that the Universities of Winnipeg and Manitoba establish an inter-university committee in each discipline or field where both offer a master's degree. p. 22

9. that the Universities Division create a Graduate Programs Committee composed of representatives of the public and of professors with established scholarly reputations. p. 22

10. a) that opportunities be increased for obtaining degrees and diplomas on a part-time basis;

b) that candidates be entitled to challenge for advanced standing;

c) that there be increased transferability from the technologies to professional education, with account being taken of technological credits. p. 23

11. that the Government of Manitoba establish an External Studies Evaluation Board and empower it to award its own degrees, diplomas, and certificates. p. 24

12. that two kinds of services be developed to supplement liberalized admissions procedures:

a) voluntary pre-admission training courses;

b) student services adapted to the requirements of mature students and other students with special needs. p. 25

13. that a day care centre be established on each university campus in Manitoba. p. 26

14. that while the Collège de St. Boniface should remain primarily concerned with its academic program, cooperative arrangements similar to those recommended for Brandon University and Assiniboine Community College should be established from the outset between the College and the French language Regional Organization. p. 27

15. that each university establish a committee on the status of women:

a) to ensure adequate representation of women on search committees for deans, directors and department heads, both academic and non-academic;

b) to ensure that women are adequately represented on appointments committees within departments, and in those cases where there are no women staff members in departments, to ensure the presence of a spokesman for a women's point of view;

c) to ensure attention to admissions procedures as they affect women, particularly in graduate programs. p. 28

16. that the universities immediately institute two other measures:

a) the provision of maternity leave for both academic and non-academic staff;

b) the abolition of regulations forbidding the appointment of both husband and wife in the same office or department. p. 28

17. that the government of Manitoba urge the federal government to include a 45 per cent overhead allowance in all research grants to universities, and that the government of Manitoba follow this procedure in making its own research grants (p. 29)

18 that a Manitoba Research Council be created with power

a) to make its own grants and contracts for research;

b) to act as a channel for private business research;

c) to oversee the allocation of research grants and contracts over $15,000 made by other government departments and agencies. (p. 29)

3
The Community Colleges

THE ROLE OF THE COMMUNITY COLLEGES

In North America institutions called community colleges vary all the way from junior colleges providing the first two years of a university degree through to trade schools or technical institutes. They may be partly supported by local taxes as has been the case in British Columbia. They may be colleges without buildings as proposed in Saskatchewan. They may be vast establishments offering a great variety of programs like the Colleges of Applied Arts and Technology in Ontario or the CEGEPS of Quebec.

These institutions have evolved out of the recognition of a need for some form of post-secondary education that gave people opportunities for learning other than the one traditionally offered by the universities. The community colleges have also developed partly in competition with and as substitutes for other forms of post-secondary education such as proprietary trade schools and liberal arts colleges.

The dominant prototype as these institutions have evolved in the United States and Canada is that of a comprehensive, post-secondary institution offering programs in both academic and vocational-technical training. Generally these institutions are more readily accessible than universities both in terms of geographic proximity and of more varied academic requirements. Often they offer transfer programs that can be credited to either colleges or universities. In some states and provinces, the community colleges have the major responsibility for offering the first two years of college education and complement the programs and offerings of the universities. Very often the comprehensive community college has come to be dominated by the academic side of its program, with a consequent reduction of emphasis on the technical training components.

In Canada, the community college is a more recent institution and has even more diverse characteristics than in the United States. The closest approximation to the American, or Californian, model is seen in the provinces of British Columbia and Alberta. Canada has also developed distinctly technical-vocational, post-secondary institutions such as the Southern and Northern Alberta Institutes of Technology, the Saskatchewan Technical Institute, and, in Manitoba, until they came to be called community colleges, the vocational and technical institutes at Winnipeg, Brandon, and The Pas. The Colleges of Applied Arts and Technology of Ontario represent a combination of technical-vocational schools and junior colleges. The Collèges d'Enseignement Général et Professionnel of Quebec are unique in that they not only provide vocational training but are a mandatory level of academic education for those wishing to proceed to Quebec universities.

The influence of the federal government through its capital grants for vocational training has had a tremendous impact on the form and character of vocational training institutions in Canada. The Department of Manpower and Immigration has considerable influence over the course offerings and program development of these schools through its operating support grants.

THE COMMUNITY COLLEGES IN MANITOBA

The community colleges in Manitoba are very much trade or vocational schools. They are not really "community" colleges since they respond only partly to specific local needs. They offer a relatively narrow range of choices and they all rely heavily on the demands made by Canada Manpower in determining what courses they will offer and to how many students. The three colleges have developed differently, although they operate under the one community college umbrella. Red River is a sophisticated college offering a wide diversity of academic, vocational, and avocational programs catering to the needs of the province as a whole and especially the large urban Winnipeg community. Keewatin, at The Pas, is a much smaller institution, almost exclusively devoted to providing federal manpower retraining programs. At present over 80 per cent of the students enrolled there are paid by a number of government sources, particularly the federal Department of Manpower. Assiniboine Community College in Brandon falls somewhere between these two extremes; it is much smaller than Red River and, like Keewatin, depends heavily on Manpower funds.

The Task Force has taken the approach that we should not agonize over the appropriate role for community colleges but should rather ask, "What are the needs of the Manitoba community in terms of post-secondary education and what sorts of institutions can best answer those needs?"

The range of post-secondary education needs can and should be met by a variety of institutional means. There is no necessity to adhere to traditional models in rigidly segregating the available options. Manitoba's needs may best be answered by allowing for flexible arrangements between universities and colleges rather than by prescribing precise roles and functions for different "types" of institutions.

COMMUNITY COLLEGE PROGRAMS

While the universities answer important needs for post-secondary education, they are not appropriate institutions for solving all of society's educational problems. The colleges offer an alternative form of post-secondary opportunity, with academic, vocational, avocational, and upgrading programs of a wide range and of lengths varying from a week to two years. Much of what they are attempting to do they do well. Although the colleges are relatively new, each has developed a degree of specialization because of its location, history, and other special factors. Red River Community College has the largest student body (over 5,000); consequently it offers by far the largest number of courses and has clearly become the province's centre for training in technology. We think it is realistic to assume that this state of affairs will continue. In a more thickly populated province such as Ontario it has been possible for several colleges to offer the same technology courses. Even in Ontario it is now being recognized that this duplication is perhaps excessively expensive; in Manitoba the cost would be prohibitive.

In fact, we foresee most future development in technology taking place at Red River, since there is just not enough population around either Assiniboine or Keewatin to make worthwhile the investment in the expensive equipment often required by technology courses. In principle we believe that people should be able to learn what they want to learn as close to home as possible. We propose in chapter four a regional structure to carry courses to communities requesting them but we recognize that those courses requiring heavy, expensive equipment will, by and large, have to be offered at a central location and that location in most cases will be Red River College.

There will be some exceptions to the foregoing. Keewatin Community College at present offers only one technology course, in mining. The reality of the situation seems to be that for many people in the North The Pas offers few advantages not found in Winnipeg. The Task Force was told by people in other northern locations such as Flin Flon that if they had to leave home to attend college anyway they would choose to go to Winnipeg. However, The Pas is an appropriate setting for conservation and ecology programs as well as mining. We recommend therefore *that Keewatin Community College develop its program in mining technology and establish programs in forestry and conservation.*

We must emphasize that we are talking about technology courses only when we propose that there be little or no expansion at Keewatin and Assiniboine Colleges. Courses which do not require expensive duplication of equipment and staff should certainly be offered in Brandon and The Pas if there is a demand. Indeed we expect that with the establishment of a regional organization in the North and in West-Man there will be a considerable increase in the demand for courses at both Keewatin and Assiniboine Community Colleges. We are proposing to limit to Red River College only those courses which it would be expensive to duplicate elsewhere.

Keewatin Community College has a special role to play. The makeup of its student body is very different from that in the other colleges. Between thirty and forty per cent are native people, eighty to ninety per cent are assisted by various federal and provincial government agencies especially Canada Manpower. One of the college's chief responsibilities is to help open options in lifestyle to native people and other northern people who might not seek further training if they had to leave the region to do so.

We heard the criticism that Keewatin does not offer enough courses of special interest to women. We have some reservations about talking about courses "for women", but we recommend nevertheless *that Keewatin broaden its offerings to include practical nursing and social aid courses.*

There was criticism at Keewatin as well as at the other colleges that some equipment was of poor quality and even outdated. It seems unwise to spend millions on the colleges and then to skimp on equipment. If students are to be trained for jobs, they must be trained on equipment which is now in use in industry.

Assiniboine College has recognized its obligations to the region it serves by offering courses in other centres in south-west Manitoba. It has the disadvantages of having a less recognizable constituency than Keewatin College and of being too close to Red River College to be an attractive alternative as a centre for technological training. However, Assiniboine College because of its proximity to Brandon University has an opportunity to pioneer in cooperation with the university, an opportunity which the Task Force urges it to accept. A beginning has been made in sharing facilities, and we would like to see this extended. While we stopped short of recommending complete integration we recommend *that Assiniboine Community College and Brandon University continue to develop close coordination in such matters as transfer arrangements and cross appointments of staff.*

WHO ATTENDS THE COLLEGES?

The Task Force was very much impressed with some of the achievements of the colleges. A study done by the Community Colleges Division of the Department of Colleges and Universities Affairs indicates that the clientele served by the colleges includes a great many people who would have been most unlikely candidates for a university but who have apparently benefitted from community college attendance. The age range of community college students is much wider than that of university students (35.9 per cent are between 22 and 29, and 13.7 per cent are over thirty). Educational levels are lower (31.8 per cent with grade ten or less. According to Canada Manpower estimates, 52.7 per cent of those referred to full-time public training courses had incomes below poverty levels when they were referred, and we can assume that this statistic applies to Manpower-sponsored community college students.

Students not referred by Manpower who express a preference to attend community colleges tend to come from families with lower incomes than the families of students who choose university (70 per cent with parental incomes of less than $10,000 a year, compared to only 55 per cent of students who choose to attend university).

Many community college students have experienced unemployment before attending college. A high percentage of graduates (73.8 per cent) of all courses obtained employment (according to a study for the period 1968-1971), 58.3 per cent of them in occupations for which training was given. The results of a 1970 survey of students in two-year diploma courses are even more spectacular, with only 5 per cent unemployed and 79 per cent employed full-time in training related occupations.[1] Success in obtaining a job is obviously not the only measure of the worth of the community colleges, since there is a whole range of social and economic benefits for students exposed to post-secondary education. We are saying, however, that the community colleges are obviously filling a real need and reaching people who without these institutions might have remained unemployed or in dead-end jobs, condemned to second or third or fourth generation poverty. All the recommendations we make about the colleges should be viewed in light of our recognition of their great worth and the very important role they have been playing.

Early in its deliberations, the Task Force became convinced that growth in post-secondary education would take place at the community college rather than the university. The indicators all supported that belief: the rate of enrolment increase at the universities had started to slow down while the community colleges in Manitoba and elsewhere were thriving; university graduates were unable to find jobs while community college graduates had little difficulty; disillusionment with the universities was growing while the colleges, if they did not bask in public approval at least were not the object of taxpayers' concern.

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[1] The studies referred to here were conducted by the Department of Colleges and Universities Affairs. There are some difficulties in assessing the reliability of results, especially those relating to success in obtaining jobs after training.

However, a slight change in that rosy picture has to be noted. In Ontario, in the fall of 1972 the projected increase in enrolment at the Colleges of Applied Arts and Technology did not materialize. The growth rate for the colleges is still higher than that for the universities but it would appear that whatever is influencing people to stay away from the universities may be having an effect on the colleges too.

That having been said, however, the Task Force still believes that greater growth will take place in the institutions offering an alternative to the universities than in the universities themselves. We do not consider that there should be a greater number of colleges or satellite campuses of the present colleges. We suggest instead that the regional organization be used to deliver college courses outside the existing facilities. Programs can be made available in communities not now served by community colleges, using space in regional high schools, factories, stores. The decentralization of post-secondary education which we are proposing is outlined in chapter 4 "The Regional Organization"; here we will only reiterate that growth in the community college sector does not mean expansion of plant.

INSTITUTIONAL DECISION MAKING

Rigidity appears to be a key characteristic of all aspects of the community college; the theme running through our recommendations is the need for greater flexibility in all facets of the operation of the colleges. One of the sources of the rigidity found in all the colleges is the extreme centralization of decision making in the Community Colleges Division of the Department of Colleges and Universities Affairs. From all of the colleges and from all constituencies within them we heard complaints about the length of time it takes to introduce a course, to hire staff, to receive supplies, as these activities are centralized in the Division. In addition, the individual institutions cannot allocate student assistance in an equitable way because it comes from a bewildering variety of agencies.

The faculty seemed more disturbed than anyone else by the lack of autonomy in their institutions, but administration and students are also aware that decisions affecting even the minutiae of the day-to-day operations of the college are made at some central, remote office. The least harmful feature of this centralized decision-making is inefficiency; the other effects are apathy, frustration, and an absence of individuality and creativity within the colleges.

The Task Force recognizes some of the reasons for lack of autonomy. All the colleges but particularly Keewatin rely heavily on Canada Manpower for students and financial support. The result is that decisions about courses, course content, length in terms of number of hours and number of weeks frequently are made not by faculty or administration but by Manpower officials and the provincial government, and often on very short notice.

One of the other reasons for the absence of community college autonomy is clearly the fear and rejection of the university model by the provincial government. There is more to fear in a situation where the practitioners (faculty, students, administration) feel totally powerless. We are recommending (chapter 7, "Participation, Accountability, and Governance" p. 106-9) a greater degree of institutional autonomy than exists at present, most importantly in the hiring and firing of staff.

FACULTY PARTICIPATION IN DECISION-MAKING

The faculty at all three community colleges suffer from low morale, in some instances because of the structural deficiencies of the whole college system, in other cases because of features unique to the particular college. Rather than prescribe solutions to each of a whole set of problems, the Task Force has concluded that we should suggest machinery to solve problems and leave the details to be worked out within the proposed new structures.

We recommend *that the faculty be represented at all levels of community college government: the Colleges Division of the Commission on Post-Secondary Education, the college boards, course advisory committees.*[2] The faculties of all the colleges have expressed concern about the lack of direction for the community college system. They feel the need for a definition of the goals of the community colleges and obviously the faculty should play an important part in the discussions on this matter. Overall guidelines for the three colleges should be provided by the Colleges Division; each college should have scope for independent action within the general framework of objectives. Faculty morale will not improve until they are represented on both the Division and the college board.

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[2] See chapter eight "The Organization of the Post-Secondary System" p. 121 for a description of these proposed new structures.

Almost as important as the faculty role at these levels is the teacher's role in the course advisory committees. Faculty members should have more influence than they appear to have now on course design, methodology, length of course, and so on. One of the difficulties has already been mentioned; the role of Manpower and other agencies in purchasing spaces in particular courses and requiring certain hours a day and a certain number of weeks of training. The faculty is put in the unacceptable position of knowing that the time is too limited or the hours per day too exhausting but being unable to make adjustments because of the demands of the sponsoring agency. We encountered considerable bitterness among some faculty members about the lack of interest and competence of some students and the inability of faculty to get rid of them even if they were disruptive. The whole relationship with Manpower needs thorough review but perhaps most urgently in the area of control over course design, entry to courses (guidance procedures), and expulsion from courses, length of course, and related professional matters.

STUDENT PARTICIPATION IN DECISION-MAKING

Students as well as faculty should be part of the governing bodies. The obstacles in the way of full student participation are much the same as those that deter the faculty:

1. the dominance of Manpower officials who, according to a great many staff and students who talked to us, often direct students to courses where there happen to be places rather than to courses for which they might have an aptitude.
2. the short-term commitment of many students at the colleges who may be there for a few months or even only a few weeks. Nevertheless, student participation is vital to the institutions, especially in view of expressed discontent among students about such matters as course content and length. We recommend, therefore, *that students be represented on the governing and advisory bodies of the colleges.*

One student role that we would encourage is that of helping to evaluate faculty. At least one student council complained about the level of teaching of a few staff members and were under the impression that it was impossible for the students to have any influence in the situation.

We propose in chapter 5, "Learning and Teaching" pp. 81-2, that there be careful, periodic evaluation of the teaching effectiveness of college faculty, based in large measure on student opinion. We recognize all the difficulties involved and insist on safeguards for the teaching staff in the form of colleagues' assessment of an individual's teaching, for example. We also ask for evaluation procedures to be carefully worked out between students and staff and appeal procedures to be established. The principles we accept are the need to evaluate and recognize teaching quality and the right of students to a role in the evaluation of the teaching to which they are exposed.

COMMUNITY PARTICIPATION

Community colleges affect every level of society and it is vital that close links be forged with trade associations, unions, employers, and local organizations. Much of this community participation is best realized through course advisory committees and through the level of liaison by which the community college arranges to put on a course that meets a group's needs. In addition, the community must be represented on the college board so that general policy reflects and is responsive to public demand. We have urged the Minister to take pains to assure a representative public voice on the bodies that set post-secondary education policy; nowhere is this more important than in his selection of community spokesmen to sit on college boards. (chapter 8, "The Organization of the Post-Secondary Education System", pp. 121-2.

LONG RANGE PLANNING

One of the great problems in the community colleges now, in addition to who should make decisions, is the fact that very few long-range decisions of any sort have been made by anybody. Again and again we were told, particularly by faculty, that there seem to be no goals for the colleges, no guidelines, no plans for the future. They want the functions of the colleges to be spelled out, the relations with the universities and with the regional high schools, the role of the colleges in the next several years. We recommend

a) *that the Commission on Post-Secondary Education through the Colleges Division undertake a detailed study of the colleges' future in line with the principles enunciated by the Task Force;*

b) *that its findings be made public.*

The colleges came into being, in part at least, as a means of obtaining federal funds for education. If they remain nothing much but a collection of Manpower courses as we have heard them described they will, sadly, be falling far short of their potential. We believe they could be exciting, imaginative, innovative educational institutions but only if the power to make decisions of real significance is put into the hands of faculty, students, and community.

THE STATUS OF INSTRUCTORS IN COMMUNITY COLLEGES

The Task Force has great sympathy for many staff members of the community colleges who work under almost impossible conditions. There is, first, a great disparity in working conditions, with the favoured group being the technology instructors who teach a reasonable number of hours a week. Even so, technology instructors told us that their student-contact load of fifteen to twenty hours a week allowed them enough time for preparation, marking, and meeting with students but no time to keep up with changes in their field. However, many trades instructors work almost with a break all day. Their 35 hours a week of student contact leaves them no time for updating or for contact with other teachers and seems to have led to some bitterness about disparity of workload.

A much fairer distribution of workload must be achieved, something which is more likely only if each of the colleges has enough autonomy to deal with its own problems. This means that each college must be able to do its own hiring and firing.

Vocational and technical teachers should be required to return to industry periodically to update their knowledge and skills. Those who teach in the technologies and in academic fields need free time for somewhat different reasons. They must be afforded an opportunity to keep abreast of theoretical developments and trends. We therefore recommend

a) *that vocational and technical teachers be given leave to take industrial or commercial positions, without loss of income, to familiarize themselves with current practice;*

b) *that sabbatical leaves be available for academic and technology instructors.*

The most severe problem of community college faculty is the short-term contract of some staff members. We met teachers, especially in Basic Training for Skills Development, who had worked for colleges for several years but had never had any security since they had been on assignments lasting two weeks or so at a time. The Task Force appreciates the dedication of those instructors who have been willing to work under such conditions but it is convinced that as a general rule the best teachers will not be drawn to these important tasks unless some assurance of a career in teaching is given to them. Employees on short-term assignments need similar security to that of other teachers, even if their teaching assignments change every few weeks. The Task Force therefore recommends *that the Colleges Division of the Commission on Post-Secondary Education study the means by which career security can be provided for teachers appointed to successive short-term assignments.*

College teachers should be able to choose whether or not to be part of the civil service union (Manitoba Government Employees' Association). It is a great disadvantage for the teachers to be a very small part of a large group that may be unsympathetic to their key concerns such as study leave and sabbaticals. There is much to be said for negotiating for salaries between the board of governors of the college and the staff of that college, or between the staffs of the three colleges on the one hand and the Colleges Division of the Commission on Post-Secondary Education on the other. Either of these approaches or a combination of them would mean that the teachers would be bargaining on those matters which concern them particularly rather than being lost in the Manitoba Government Employees' Association. We recommend *that a vote be held among the staffs of the colleges to determine whether they wish to remain in the MGEA or to form some other association.*

A very small percentage of college faculty are women. We recommend *that the colleges make a conscious, determined effort to recruit female faculty members.* It is important that women students see the possibility of advancement in their field by having before them the model of female faculty members. The situation in the universities is repeated in the colleges, where virtually no women hold positions of leadership.

We recommend *that a Status of Women Committee be established at each of the institutions.* At the colleges the committee could include women students as well as staff so that their special needs could be drawn to the attention of faculty and administration. The Status of Women Committee should have the power to investigate all cases of alleged discrimination against women which are brought to it and to publicize its findings. Whenever an administrative appointment is to be made, the authority making the appointment should make clear that women as well as men are eligible. The absence of women in positions of responsibility is a problem that will not solve itself; we urge the colleges along with the universities to lead the way in solving it.

We recommend *that an effort be made*

a) *to increase the numbers of teachers of Indian ancestry in the colleges;*

b) *to give to all community college teachers working with native people special training in native culture and languages.*

THE STUDENTS

Since most community college students are not at the college very long they do not develop a commitment to it. One result is that the students have not assumed responsibility for trying to solve some of their own problems. They have no voice in decision-making, a liability shared by the faculty, and they do not seem to have realized that they should have. We discovered little student militancy at the universities; we discovered none at all at the colleges. We think that students should take constructive action on their own behalf on matters which concern them (housing, transportation, course content, and so on).

We were told that a good many community college students have difficulty adapting to the discipline of study and work; attendance has been a problem. Whatever the reasons, solutions must be sought to avoid a great waste of student time and public money. We recommend *that pre-college preparatory sessions be made available to students who require them and want them. These sessions would provide an introduction to a new way of life, including life skills, and study skills.*

Counselling is another partial answer to these problems. In fact, we cannot urge too strongly the need for improved counselling services as described later in this chapter. The single most repeated complaint from students and faculty at the colleges was about the inadequacy of career counselling before entering college and academic and personal counselling while at college.

The overriding problem reported to us by community college students was lack of money. Some insisted that they had to work while at the college to support themselves and their families. This is a threat to the student's success in his course. One student said bitterly, "Manpower wants us to get some job-training but then pays us just too little to live on." (Since that time Manpower rates have been changed). Some students only need help to use wisely the money provided by the agency supporting them. This is another sort of assistance which could be offered by an expanded student service.

Programs should be adjusted to ease some of the students' financial problems. We recommend *that work-study programs be extended so that students may earn money in their field of study.* The colleges should also consider offering technology courses in three-month blocks, instead of nine or ten months, so that students could be released by their companies for shorter periods and return to work to make some money between courses. This sort of in-and-out movement would mean that married students would not have to move their families to the college centre and thus could avoid the housing problem and the expense of moving.

There has been a substantial failure rate and drop-out rate at the colleges. There is some complaint about the cost of providing courses for people who may quit or fail but several faculty members told us that they thought many students who did not complete their courses had nevertheless benefitted greatly and had not really "failed". Students from deprived backgrounds who learned something about the discipline of work, about study, about living in an urban area and getting along with people of other backgrounds have not failed and their experience is usually worth the money society invests in it.

CURRICULUM

We deplore the overwhelming influence of Canada Manpower on the colleges. We recognize that the colleges are doing socially valuable work in upgrading and retraining, but there may be educational needs of the province that are not being met because of the obligations which the colleges have to the Manpower program. The colleges should be free to develop a greater range of course offerings in applied arts and technology. We therefore recommend *that the government of Manitoba reduce the role of community colleges in providing Manpower training programs and negotiate their placement and delivery in proprietary schools and high schools and, for on-the-job training, in local firms.* The regional high schools are particularly well suited to the program requirements of vocational training and in fact the school facilities were largely financed under the federal manpower programs. Since the regional high schools have a higher operating cost per pupil than other secondary schools, they have been receiving special supplementary grants under the Provincial Foundation Program to Secondary Schools. Some placement of federal manpower training programs at these schools would result in direct savings under the Province's Foundation Program as well as to the local property tax payer.

In short, the colleges need not be the only means of delivery or agents of recovery for Federal Manpower Programs. The citizens of Manitoba could be equally if not better served by federal training programs if other schools and institutions were also used for delivery of programs.

Greater liaison is needed between the colleges and the regional high schools; courses should be compared to see whether credits can be given and transfers made possible between the institutions. There was a suggestion made at one college that the role of the regional high schools should be to expose students to a variety of trades before they decide on the course they want to take in depth at a college. This may not be the role which the high school sees for itself. In chapter 6, "The Relationship Between Secondary and Post-Secondary Education", the Task Force makes specific recommendations for liaison between these institutions.

Technology programs normally last two years. This is a considerable block of time to devote to study for a man or woman who is already in the work force. Moreover, the student who drops out after one year's successful work, for financial or other reasons, has nothing to show for his/her effort. Mining technology at Keewatin is the exception. The program has been designed so that a technician's certificate is issued upon completion of the first year and a technologist's certificate after the second year. The Task Force recommends *that, where possible, a technician's certificate be issued after one year's successful study in technology programs.*

We have heard criticism of the course in Basic Training for Skills Development on the grounds that the requirements of the course are sometimes irrelevant to the courses students are entering. Some students told us, for example, that they could not meet the BTSD mathematics requirement but that the course they wished to enter should not have required mathematics. Since in this instance our concern is with training people for jobs rather than with some higher academic purpose, we suggest that the BTSD requirements be carefully reviewed in this light. (We understand, in fact, that the courses are being revised so that this suggestion may be unnecessary.) We recommend also *that upgrading and trades training be offered in a combined course wherever the subject matter makes this possible.*

The colleges are making some effort to teach "life skills" within training courses, for which we commend them. Learning how to cope with contemporary urban life may be as important as any academic or vocational skill.

Finally, we have discussed at some length as a Task Force the important question of transfer of credit between the universities and the community colleges. We believe in it as a concept, although we clearly see the danger that if the university is to agree to give credit for community college courses it may try to dictate the content of such courses. We do not want university domination of any aspect of the community colleges since we want the latter to play a unique role not that of a liberal arts junior college. There is the other danger of university influence on the community colleges as employment becomes more difficult in universities and people who would otherwise have taught at a university teach instead at community colleges. Their temptation may be to ignore the special qualities of the colleges and to try to turn them into mini-universities. We are strongly opposed to such homogenization of post-secondary institutions.

Recognizing all the problems, we recommend *that university and college faculty set up credit review committees to establish equivalences in credits transferred from one type of institution to the other.* One example would be technology courses which would be accepted for credit in the first or second year of an engineering course and first or second year engineering courses which the colleges would accept for credit in the technology programs.

We would further recommend *that students be permitted to register and take courses at both a university and a college if some combination of courses at both institutions would be valuable to them.*

In chapter 2, "The Universities", we propose that the province offer a degree, certificate, or other recognition based on an evaluation of college and university courses and other qualifications. Students who elect to take a program of courses at both a college and a university might qualify for this degree or for a certificate or diploma offered by the External Studies Evaluation Board rather than by either institution.

PART-TIME STUDY

Part-time study should be facilitated, either as part of a work-study program or as a benefit for workers, housewives, and others who cannot study full-time. We recognize that there is much part-time work taking place in the colleges and we commend the colleges for making it possible. At Assiniboine College, for example, we were told of upgrading in business education available on a part-time basis for women who were working in offices and a course in welfare services for people who work and have a few hours of course work a month. This type of opportunity should be expanded. We recommend *that programs be available on a part-time basis, with the colleges* (in their central locations) *operating an "extended-day"* (perhaps fourteen hours a day) *twelve months a year.*

There should be very little emphasis on grades, so as to reduce the possibility of "failure". If individuals are allowed, as suggested earlier, to learn at their own pace, the possibility of success rather than failure becomes realistic. Examinations are also suspect, if they come at the end of an arbitrarily selected period of time. Students should receive credit for a course when they have achieved competence in the subject, not just at some point in the school year when everyone is expected to have mastered the course.

SOCIAL SERVICES

We recommend *that, as at the university and indeed in society at large, there be established at the community colleges adequate day care services* so that more women would be encouraged to attend either part-time or full-time. We believe that child care services should be much more widely available in general but until they are institutions like the colleges and universities should lead the way in supplying such help.

There are insufficient numbers of women attending the community colleges in view of the fact that women have as much need for upgrading as have men. Studies for the Royal Commission on the Status of Women found that 14.8 per cent of *low-income* families (in 1967) had female heads, although only 7.5 per cent of all Canadian families had a woman as their head. Twenty-three per cent of all families with female heads depended on government as their *major* source of income. These women heads of families need to know what courses are available; they need financial assistance as well as child care services while they take the course and a great deal of personal guidance and counselling throughout the course if they are to succeed.

To this end we suggest that a campaign be organized through the regional organization to reach women who are not aware of community college opportunities. It should be funded well enough to make women in the work force and out of it aware of upgrading courses.

Counselling services at the community colleges came under attack from a number of people we interviewed. We agree that many community college students have particularly urgent need for this help. Those who have dropped out of school early have negative attitudes about schooling in general, lack confidence because of experiences such as prolonged unemployment, lack direction, need help with money management, need constant encouragement. There is, in addition, the special problem of native people whom the colleges are making a real effort to serve. We recommend *that counselling services in community colleges be improved, and in particular*

a) *that additional trained guidance personnel be assigned to each college;*

b) *that native counsellors be employed whenever possible;*

c) *that counsellors not be given administrative tasks unrelated to their special function.*

We believe the investment would be repaid through reduction in the drop-out rate and improvement in achievement, not to mention relief of human misery.

Another non-academic problem which was drawn to our attention, particularly by native students in Winnipeg and in Brandon, was the difficulty of finding appropriate housing which they could afford. We are not recommending a building program for the colleges, since residences have some drawbacks in addition to their cost. However, sharing of residence facilities with universities where residence space is available is certainly desirable, not least in order to allow university and college students to meet and get to know each other informally. Even more useful would be a housing service at each of the colleges which would find space, usually furnished accommodation, and make the information about it available to the students. This service could be a part of the greatly expanded student support services that we are advocating. The availability of subsidized housing is particularly important for many college students, although we recognize of course that the problem of housing is not confined to students. Perhaps the role of the community college administrations, boards and student councils is to investigate the magnitude of the problem for their own student body and to make recommendations to the appropriate government body.

Related to the problem of housing is that of transportation, since many of the students have to live some distance from the college (particularly Red River) to find housing they can afford. We suggest that the students and the administration try to determine the real extent of this problem and consider such solutions as college-organized car pools or a college bus service.

THE ROLE OF THE PRIVATE SECTOR

While the colleges in co-operation with Canada Manpower have an important role to play in vocational training, we believe that the private sector must assume some responsibility also; some companies and some industries have already done so. In fact, there is a trend to on-the-job training with implications for college enrolments which the colleges and the Commission on Post-Secondary Education should be watching very carefully.

We urge business and industry as well as government to encourage their employees to undertake further study by releasing them from work to attend college (or university). We urge unions to negotiate as part of their agreements the possibility of time (days, part of a day, weeks, months) for further study.

Employees could earn the right to time off with partial pay on the model of the sabbatical leave in order to go back to school. We believe in the concept of life-long learning and we believe it is a concept which should apply to all segments of society, blue- and white-collar as well as professional. Work-study programs and other forms of study leave may at first glance appear to be administratively awkward but we believe that they will be well worth any trouble they may be in terms of employee morale.

An obvious role for employers is to keep the colleges informed of their needs for trained people. The college faculties are aware of the necessity to keep in touch with business and industry to know what numbers of people are required and what kinds of training. There is some indication that there is not enough communication between colleges and employers, and we urge the responsibility on both sides.

Another obligation of employers, if the colleges are to bring about the social changes they could, is to employ the people about whom we are especially concerned, women and native people. There is little point in the special assistance and support that we are recommending for previously disadvantaged people if at the end of it all when they complete their work successfully no one will hire them.

OTHER MATTERS

Other very important matters which concern the colleges are dealt with at length in other chapters and so have barely been mentioned here: the method of financing the colleges; the place of the colleges in the new regional structure that we are proposing; planning; and learning and teaching. In addition, chapter 7, "Participation, Accountability, and Governance", p. 105-9, deals with the question of college government.

What struck us most forcefully about the financing of the colleges and about their relations with government was the marked difference in both these areas between the colleges and universities. The universities, like the colleges, are financed almost entirely by the public. However, the universities have in the past received block grants and have great autonomy in devising their budgets; the colleges have had detailed budget review and control by the government. The universities are financed largely by the federal government, through the province, but neither level of government exercises program control; the programs of the college are, in many cases, influenced considerably by government departments, particularly Manpower. There is an obvious contrast between the virtual autonomy of the universities and direct government control of the colleges.

Since we are recommending throughout our proposals that there be coordination among the various components of post-secondary education in order to produce a total system, we want to ensure that there should be coordinated financing of this system. This does not mean that the colleges and universities should be financed in the same way because they have different purposes and structures. However, there should be careful allocation of the total resources available to reflect the real needs and demands of the population and to avoid conferring superior status on particular institutions or types of programs.

CONCLUSION

We want to emphasize that we think the community colleges in Manitoba are performing an important function, meeting many educational needs that no other institution in the province is equipped to meet, and offering opportunity to a wide range of people not served by other means. We would, however, like the colleges to be more flexible and more autonomous, to offer a greater choice of subjects, to have the benefit of more faculty, student, and community participation in decision-making. We think that student support services should be greatly expanded in an effort to reduce the drop-out rate and to make the college experience more productive for students.

We want the community colleges to thrive as a real alternative to university for large numbers of students and as a growing part of a comprehensive post-secondary education system for Manitoba.

RECOMMENDATIONS

The Task Force recommends

1. that Keewatin Community College develop its program in mining technology and establish programs in forestry and conservation p. 40

2. that Keewatin broaden its offerings to include practical nursing and social aid courses p. 41

3. that Assiniboine Community College and Brandon University continue to develop close coordination in such matters as transfer arrangements and cross appointments of staff p. 41

4. that the faculty be represented at all levels of community college government the Colleges Division of the Commission on Post-Secondary Education the college boards, course-advisory committees p. 42

5. that students be represented on the governing and advisory bodies of the colleges p. 43

6. a) that the Commission on Post-Secondary Education through the Colleges Division undertake immediately a detailed study of the colleges' future in line with the principles enunciated by the Task Force;

b) that its findings be made public p. 44

7. a) that vocational and technical teachers be given leave to take industrial or commercial positions, without loss of income, to familiarize themselves with current practice.

b) that sabbatical leaves be available for academic and technology instructors p. 44

8. that the Colleges Division of the Commission on Post-Secondary Education study the means by which career security can be provided for teachers appointed to successive short-term assignments p. 44

9. that a vote be held among the staffs of the colleges to determine whether they wish to remain in the MGEA or to form some other association p. 44

10. that the colleges made a conscious, determined effort to recruit female faculty members p. 44

11. that a Status of Women Committee be established at each of the institutions p. 45

12. that an effort be made

a) to increase the numbers of teachers of Indian ancestry in the colleges;

b) to give to all community college teachers working with native people special training in native culture and languages p. 45

13. that pre-college preparatory sessions be made available to students who require them and want them. These sessions would provide an introduction to a new way of life, including life skills, and study skills p. 45

14. that work-study programs be extended so that students may earn money in their field of study p. 45

15. that the government of Manitoba reduce the role of community colleges in providing Manpower training programs and negotiate their placement and delivery in proprietary schools and high schools and, for on-the-job training, in local firms p. 46

16. that, where possible, a technician's certificate be issued after one year's successful study in technology programs p. 46

17. that upgrading and trades training be offered in a combined course wherever the subject matter makes this possible p. 46

18. that university and college faculty set up credit review committees, to establish equivalences in credits transferred from one type of institution to the other p. 46

19. that students be permitted to register and take courses at both a university and a college if some combination of courses at both institutions would be valuable to them p. 47

20. that programs be available on a part-time basis, with the colleges operating an "extended-day" twelve months a year p. 47

21. that, as at the university and indeed in society at large, there be established at the community colleges adequate day care services p. 47

22. that counselling services in community colleges be improved, and in particular;

a) that additional trained guidance personnel be assigned to each college;

b) that native counsellors be employed whenever possible;

c) that counsellors not be given administrative tasks unrelated to their special function p. 47

4

The Regional Organization

INTRODUCTION

During the past three decades there has taken place a series of major changes in Canadian society. The first element of this evolution, one which is strongly felt in Manitoba and which is a by-product of the industrial revolution, appears in agriculture. Where in a country like China it still takes eight in the population to feed ten, in Canada it takes only one to feed sixty-five. As a consequence of this agricultural evolution there has been a mass movement of population from the rural environment to the urban setting with resultant changes in educational needs. Even as late as thirty years ago the farmer's son and the farmer's wife asked for little in the way of formal education. Indeed, there was a tendency to distrust too much education as being a snare and an enticement for the son to leave the farm and the wife to become dissatisfied with her fate. Surprisingly few graduates in agriculture, for example, returned to the family farm; they looked for jobs as experts. The farm labourer was traditionally unskilled and semi-literate, working for subsistence wages.

As the motor replaced the horse and the combine the threshing machine, as chemicals replaced manure and science invaded the chickenhouse, as farming became a business rather than a family way of life, several things happened. The demand for cheap labour disappeared; the exodus to the cities began; and the farmers who stayed behind became strongly aware of the need for the special skills that could be obtained only through some form of education. This education usually took place not at school but in community halls, through pamphlets, papers, and the radio, and by way of the agricultural agent on their own land. As their own lives changed they realized that their children would need a more sophisticated kind of educational training to prepare them for living in a new setting and that they themselves could no longer subsist without a continuing education to prepare themselves for changes still to come in their own economic and social environment.

Another phase of the evolution has been the influx of highly skilled immigrants who have had an immeasurable influence on the formation of our culture and the development of our industries. The tapering off of this immigration is imposing new demands on vocational and technical training programs, as for the first time in Canadian history we are having to staff our factories and our laboratories almost totally from our own population. Gone are the happy days when the shortage of skilled craftsmen and technicians was met by immigration from Europe. Then, most of our important craftsmen were trained under masters of their skills, on the job. We on the other hand have tended to supply the training by turning to schools and technical institutes.

It hardly seems necessary to mention the effect of the mass media, particularly in their electronic manifestations. Film, radio, and television have accustomed young people to learn through pictures and sound; they also suggest through their settings, costumes, story lines, and commercials that everyone is entitled to a comfortable life with all its good things, from the latest brand of toothpaste to the latest model car. The media assume that everyone is well-fed, well-dressed, motorized, and educated. The influence of television, particularly, in raising expectations cannot be overestimated. The media, coincidentally with the disappearance of hundreds of thousands of unskilled jobs have sold the hope that through education the bright new world will be opened up. The media have also demonstrated that education can be absorbed in other ways than from the printed page.

Changing attitudes to women at work are only beginning to have an effect on our society. Women who before World War II would have felt apologetic about working outside the home now accept as a right the holding of a well paying job and status in the male-dominated professions. There is still, however, a vast reservoir of unused woman potential.

It is surely neither coincidental nor accidental that women flock to self-betterment classes, form the largest portion of the enrolment in noon-time university classes, and are returning in increasing numbers to work outside the home once their children reach school age. Their release from their formerly confining roles as wives and mothers and their entry into other occupations in growing numbers are changing the mix of the labour force and creating new demands on the educational system, especially beyond the high school years.

The Indian, Metis, and Eskimo population though relatively small in numbers is making its needs known and felt and must be recognized as having special needs in the sphere of post secondary education. Many organizations and agencies have concerned themselves with the problems of Indians in particular, both those in northern areas and reservations and those who are now with greater frequency looking for a new kind of life in the towns and cities of the province.

Sometimes the problems are not dissimilar from those of other disadvantaged groups in the society; often they are specific to the native peoples and must be dealt with in ways which they themselves help to devise and find satisfactory. Several programs are already in force, initiated by such a wide variety of agencies and persons that information about them is often difficult to get. As one result dissatisfaction and frustration are associated with an educational process which should be fostering self-confidence and self-respect.

Another serious contributing factor has been the separation of children from their parents, sometimes physically, more often educationally, socially, and culturally as children move out of the ethnic, social, or economic group into a wider community. It seems imperative to try to close the gap by helping the older generation to share some of the learning experiences of the young.

As the birth rate falls and the average age of the population rises there will have to be greater emphasis on the needs of the population over the age of twenty-five. Where for the past several years we have been concerning ourselves mainly with the demands of the 18 to 25 age group, we shall shortly have to concentrate on the demands of these same people as they move into the late twenties and into the thirties.

Provision then will have to be made not primarily for the young, who have just emerged from high school but for the older groups who will need new kinds of training for a new life in a different world, re-training for jobs that will have become obsolete, and programs of personal development in an age of fewer working days and shorter hours. The ageing of the population is already having an effect in the shift from provision of new facilities in the primary and secondary systems to consideration of post-secondary needs and in the growing concern for continuing education during the individual's productive years of work.

Evolution is an on-going process as is learning. To learn one must have resources for learning. But many traditional learning resources have been destroyed or, as we have pointed out, become obsolete. Children no longer learn totally at their mother's knee or in their father's footsteps. In the complexity of today's world few cobblers learn their trade under the tutelage of a master cobbler nor is the village a total learning environment as it might have been in medieval times. We have come to realize that haphazard, unplanned attempts to replace traditional learning resources have not met the needs of individuals in trying to cope with the rapid incidence of change and with the stresses of modern living.

Moreover such institutions as have survived as learning resources have themselves undergone startling changes under the pressures of new expectations and new opportunities.

The previous two chapters, "The Universities" and "The Community Colleges", have described some of these changes. Both the universities and the colleges have expanded rapidly to accommodate the increased numbers and wider range of people seeking to continue their education and receive training for a greater variety of jobs than ever before.

These expansions in the educational system have placed a heavy burden on the traditional private sources of revenue and have occasioned greater and greater participation by governments. Therefore it is not surprising that the taxpayer is concerned about his personal benefits from the expenditure and the politician as the taxpayer's representative is demanding more control over expenditures.

In sum, a series of changes in Manitoba society have occurred within the past few decades:

1. changes in rural life which are leading to a growing awareness among rural people of the importance of developing special skills and of educating their children;
2. the tapering off of the supply of skilled immigrants so that we must train our own technicians;
3. the effects of the mass media;
4. changing attitudes to women working;
5. dissatisfaction and frustration among native people;
6. the rising average age of the population and the importance of retraining and upgrading older people;
7. changing patterns of instruction;
8. greater participation by governments leading to increasing burdens on the taxpayer.

The interplay of these changes with such factors as the geography and population distribution of the province leads us to suggest a new system of learning resource centres which must

1. offer programs to meet needs with minimal disruption of the individual's living and working patterns;
2. use all available resources, public and private;
3. be sensitive to the needs of the individual in the society which it is serving;
4. keep the costs within the ability of Manitobans to pay.

The winters are long in Manitoba and the winter days short, but the evenings are filled with activities: choir practice and the Ladies' Auxiliary and curling and bridge and the Veterans' meetings. Mrs. Gold, however, wants something else to do. For a long time she has had a yearning to learn something about law, especially as it affects an ordinary citizen like herself. She has sent away for various booklets and has read the meagre list of books on the subject that she was able to get from the library (and could understand). One of the universities is offering a credit course in psychology or economics for which she is not qualified, in which she is not interested, and in which she would not enrol anyway because she doesn't want to write examinations at her stage in life. She wants a non-credit course in everyday law.

Mr. Gold, on the other hand, has always wanted to take golf lessons. He knocks the ball around a bit on their town's nine-hole golf course, usually early in the morning before anyone is around because he is ashamed of his game. There are good golfers around but he can't possibly offer to pay them for lessons. They would be insulted and he would feel foolish.

A few miles out of the town where Mr. and Mrs. Gold live there is an Indian reservation. Cathy attended its little school until she was fourteen and then seemed to lose interest. At 21 she has three children. A stranger talking to her thinks she is apathetic. Actually she is shy and ashamed of her poor English. No one has ever talked to Cathy about the possibilities for her in an educational program and at the moment there doesn't seem to be anything for her, anything that she wouldn't be afraid to tackle. Cathy needs to learn about many things, among others how to earn a living in the next few years when, as she is already thinking of doing, she moves into town. She also should know more about the care of the children she loves dearly and whom in her inarticulate way she wants to see grow up with more opportunities than she feels she has had.

Mildred Braun is a widow, trying to make a go of the family farm with the help of her two sons, at least one of whom is impatiently waiting the day when he can leave her and the farm. She is so busy and so tired merely keeping her head above the rising tide of work and bills that she hasn't time to explore means of getting help. Her friends tell her it is there but there seems to be no one person she can go to who will give here the kind of advice she needs or at least give her a list of the agencies she can contact for advice about crops and marketing and efficient use of the little bit of money that came from her husband's insurance policy.

Chuck is married and has five children. He is earning a little money around town as a handy man. He can't afford to leave home – even with a Manpower grant – to take a course in radio repairs or auto mechanics or electricity and no one has ever approached the local radio repairman or electrician or plumber with the idea that he might take on an apprentice. Nor is anything available for Chuck in any school in his town, although the regional high school ten or twelve miles away has an electrical shop standing empty from four in the afternoon till eight the following morning.

Albert is working in industry. He has the intelligence and the opportunity to move upward in his company but he lacks the necessary academic qualifications. He was one of those caught by economic needs and the inadequacies of the old rural school and so he had not reached the point educationally where he could qualify for the training program that is now being offered to him by his employers. He needs some kind of upgrading course, something tailored to his requirements and to those of others in his town who are caught in the same predicament.

Mr. and Mrs. Gold, Cathy, Mildred Braun, Chuck, and Albert are a very few of the candidates for post-secondary education delivered to them in their home town. So are old Mr. McGregor, in retirement but just as interested in law as Mrs. Gold; a half dozen farmers, better off than Mildred and more knowledgeable who could still do with a course in small business management; Cathy's brothers and sisters; the local librarian who would love to exchange some of her knowledge about books for someone else's about crewel embroidery; and we can only guess at how many others who have always wanted to learn something about a subject in which no one else seemed to have any interest.

The town these people live in is no different from hundreds of others scattered around the province. It has as many resources as most, fewer than some, and more than a few others. Over the years it has had some of its resources tapped with profit to all. It had a flurry of activity around the two centennial years when undiscovered talent came out briefly and then retired again. Because it has a large school located in it sometimes one and sometimes two university courses a season are available to it but somehow not very many people except the teachers attend. An active study group concentrating recently on Canadian affairs has been operative for four or five years; the same people seem to belong to it year after year. Mrs. Gold has never been invited to join and might be uncomfortable if she went to the meetings. Mr. Silver, the lawyer in town, goes to the same church but she has never spoken to him about her interest in law. The Department of Agriculture has been active in the area for many years, and the farmers in the district have made good use of its facilities. Mildred Braun has been visited by a representative but no one made the effort to get her out to the meetings and so she hasn't gone. As for Cathy – well, the townspeople take visitors out for a drive to the reserve and apologize for its very existence. No one in the town has ever spoken to Cathy except to sell her something in one of the stores; the various "do-good" groups that have tried to help the people on the reserve have been quickly discouraged or have failed to understand what Cathy and her brothers and sisters needed.

How do we provide Mr. and Mrs. Gold, and Cathy, and Mrs. Braun, Chuck and Albert, and all the other people in their town with the means whereby they can continue their education – education in our terms of learning all through life? How can we bring Mr. Silver who knows and loves the law together with Mrs. Gold and the dozen other men and women who want to learn what he knows? How do we tap the resources in that town that will provide Mr. Gold with his golf lessons? How do we coordinate the efforts of the Department of Agriculture and the Department of Northern Affairs and the three universities and the three community colleges and Manpower and the various other organizations and agencies, each in its own way trying with some success to serve the needs of Manitobans scattered over a vast area? How bring Cathy and Chuck into the post-secondary program? How make use of Mr. Silver? How turn to better use the skills and materials resources of the librarian and her library and the Circulating Library soon to be taken over by the Department of Cultural Affairs? Indeed how make best use of the Department of Cultural Affairs, surely one channel for post-secondary education?

LEARNING RESOURCE CENTRES

The Task Force believes that the needs of the people of Manitoba can best be met through the establishment of learning resource centres rather than by the proliferation of large institutions far from the people who need them. This would be accomplished by setting up a system throughout the province, using what is already there in the way of buildings, equipment and personnel (especially the last) and drawing on other resources in existing institutions such as the universities, the colleges, the high schools, government agencies and departments, and the private sector. We are intensely aware, too, of the contribution that can be made by radio and television, although we do not overlook the expense and the wastefulness of providing learning opportunities through the electronic media when motivation is not already strong in the learner.

We suggest that by using resources, most of which are already available in one form or another, the costs of extending the right and the accessibility to post-secondary education to the total population of Manitoba can be kept within reasonable limits.

A RE-DEFINITION OF POST-SECONDARY EDUCATION

In recommending a regional organization for the dissemination of post-secondary education throughout Manitoba, the Task Force has defined both the terms *post-secondary* and *education* broadly. We have considered *post-secondary* here as elsewhere in the Report to refer to activities for and by everyone beyond the age of sixteen who is not attending high school. *Education*, too, carries connotations beyond those associated with book learning or attendance at schools, although it includes both.

In our terms the plumber's apprentice and the middle-aged business man learning to play bridge are both engaged in education; so is a teacher studying sociology to raise her standing, a housewife taking a course in the repair of household appliances, and a mother learning to cope with child-raising in a new and frightening urban environment. Post-secondary education, then, includes many aspects of living, some academic, some vocational, some avocational and recreational.

We are not prepared to draw clear and careful lines to separate these aspects of education since what is work for one may be play for another. What a man takes up as a hobby may develop into his lifework, and his wife's avocational interests may be more important to her well-being as a person than the unsatisfying hours she spends earning her living.

We believe it important that every person in Manitoba should have the opportunity to fulfill his needs for post-secondary education as we have defined it.

THE OPEN UNIVERSITY CONCEPT: WHY NOT

Because the Open University concept has received so much publicity and has so much public and dramatic appeal, it was given a good deal of thought and discussion by the Task Force and, as with other plans adopted elsewhere, some segments of it appear in our recommendations. We did not, however, see the Open University as a solution to the problem of disseminating widely the opportunities for post-secondary education in our province. Again because of the publicity given to plans of this type – a university of the air in which anyone can enrol – we thought it might be of interest to include in our presentation of an alternative scheme some of the reasons for setting aside the concept of the open university in favour of a form of regional and local organization for providing post-secondary education.

1. Post-secondary education encompasses more than university education. To invest large sums of money in setting up a new university-level institution would be to place the emphasis in what the Task Force believes to be the wrong place and would detract from those other sections of post-secondary education that should serve the majority of people in the province.
2. The open university must have a centralized authority from which flow programs to be selected or ignored by the world outside. Yet one of the most vocal complaints in this province is that educational decisions are made "in Winnipeg", that is, centrally.
3. An open university could become an expensive institution and therefore a luxury in this province. It could (and probably would) take over functions that existing institutions are now performing acceptably, set up new distribution systems, and develop a body of its own teachers and other personnel to do work now being done by existing staff in existing institutions.
4. It would not be likely to draw upon small local resources. To operate from a central setting would be easier and seem more efficient,

especially if programs were centrally planned, written, broadcast, or otherwise distributed. The producers of the programs need not be aware of (i) local people who could act as tutors and discussants, (ii) the contents of local libraries and other centres of information.

5 British and American experience has shown that the open university tends to serve largely the group already being served by existing institutions. Only a small segment of the population taking advantage of the open universities had had no previous experience with advanced forms of education.

6 Manitoba's geographical and demographic situation is different from that of most of the regions in which the open university is operative. In England, for example, it is relatively easy to bring together small groups of students for seminars. Distances are short and tutors can move easily and without loss of time or energy from one part to the other of the territory being served by the University of the Air. Even mail service is easier than it is in Manitoba where weather and distance can hold up mail to northern areas for days at a time.

Moreover, a thickly populated area can produce enough students of similar ability, background, and experience to make a variety of courses feasible. In Manitoba's thinly populated countryside, indeed with its small total population, it seems uneconomical to provide on a large scale the variety and the range that make the open university worthwhile.

7 The modes of delivery widely advertised as intrinsic to the open university can be adapted to the proposed organization for post-secondary education in Manitoba. Some of them are already being used both at the secondary and post-secondary levels, and facilities are already available for a wider use of others. Television, live or taped, can and should be used by the contracting agencies in conjunction with every other device — including small, tutorial, one-to-one instruction and master-apprentice relationships — to give the educational experience personal meaning for the learner.

8 All of these reasons point to the belief that a less expensive, more personal, more representative, and more encompassing plan than that of an open university can be devised for the provision of post-secondary educational opportunities to the people of Manitoba.

THE NEED TO DECENTRALIZE POST-SECONDARY EDUCATION — A REGIONAL ORGANIZATION

The Task Force recognizes the fact that adults cannot and should not have to travel long distances from their homes and their employment in order to obtain the kinds of continuing, post-secondary education that they want and feel they need. We have considered various means of bringing post-secondary education to people where they are or as close to where they are as is possible and feasible. We have examined what is being done in other parts of the world to spread everything from basic literacy to advanced university courses throughout a population and have discarded, borrowed, and adapted ideas in the context of Manitoba's geography, demography, and economy.

We came to the conclusion that Manitoba can best be served by decentralizing post-secondary education. We propose to achieve this end by finding out from the people of the province what they want in the way of post-secondary education and then by providing through local committees and boards the vehicles by which the appropriate educational services can be delivered.

One of the most frequent complaints we heard from Manitobans beyond the perimeter of Winnipeg was that everything seemed to emanate from Winnipeg and that the city — which contains half the population of the province — overshadows and decides what is done through the rest of the vast expanse of Manitoba. The city, in its turn, often seems to feel that decisions are made in the interests of the hinterland without due consideration to the demands and realities of urban living. To reconcile what sometimes seemed to be conflicts of interest and to make sure that the many sectors of Manitoba life, not all determined by geography and population distribution, are equitably served, the Task Force recommends *that a regional organization for post-secondary education be established to make learning opportunities accessible to all Manitoba citizens.*

It is important, in our estimation, that requests for educational programs come from those who are going to use them; that the administration be in the hands of those most closely concerned with post-secondary education at the lowest local level, and that the evaluation of the process also be carried on at that level. The Task Force therefore recommends *that the basis of the regional organiza-*

tion be small community centred units called Districts, each of which will operate through a committee made up of people from the locality who are directly concerned with its educational needs. The committee can, either directly or through the larger units to be described later, arrange or contract for the kinds of educational services the people in the District need and want and should be able to hire a full or part-time secretary.

In this way the emphasis in post-secondary education is likely to shift from attainment of a university degree as the most important aspect to the other equally important aspect of training for employment, upgrading of job skills, improvement of the quality of life, use of leisure, community service, and all the excitement that goes with them.

The present structure for post-secondary education tends to be centralized, with decisions frequently being made at a distance from the point of delivery. People living far from the universities, the community colleges, large museums, and libraries believe that they have difficulty making their desires known. People living in urban centres frequently are unaware of the possibilities for them in existing institutions. Some are actually intimidated by the formality and the remoteness even of public libraries and are afraid to expose their felt ignorance in night schools, museums, and especially colleges and universities.

The problems are even more severe in places remote by reason of geography or of cultural differences. Indian people living on reservations, particularly in Northern Manitoba, feel isolated in both ways. A greater effort must therefore be made than for those closer to the main stream to involve them in deciding what they want from post-secondary education and how they want to get it.

Through the District committees, locally selected, people should be able to voice their opinions and make known their wishes. If, as we foresee, the District committees have at their service all the resources of the District: educational, social, vocational, and recreational, and are able further to draw on the greater resources of the Area, the Regions, and the province as a whole (see below), post-secondary education in all its many facets will become truly available to everyone in Manitoba.

THE STRUCTURES OF THE REGIONAL ORGANIZATION

The Task Force recommends *that for the purposes of providing post-secondary education the province be divided into six Regions, two of these being included within the City of Winnipeg and the other four following the province's regional development plan.*

We propose that Region I should consist of the territory described as the Norman Region to serve the province north of the fifty-third parallel; Region II should be made up of Parkland and West-Man, serving western Manitoba from the fifty-third parallel south to the United States border; Region III, consisting of Central Plains and Pembina Valley will serve the south central section of the province; and Region IV will take in the thinly populated regions of Interlake and East-Man.

We recommend *that one of the regions within the City of Winnipeg be specifically designated as a francophone region to include St. Boniface and other francophone sections of the province.* Under the fracophone region will come responsibility for service to French-speaking areas and districts in the province when these choose to initiate and maintain specifically French programs in their areas or districts.

The key to the regional organization, however, is not in the Regions but in the small local units from which they derive their power and their strength. As the diagram in chapter 8, p. 124 indicates, it is intended that the flow of ideas, demands, and power be from the smallest unit, the *District*, either to the *Area* if one is formed or directly to the *Region* and so to the *Commission on Post-Secondary Education*; and not that ideas, demands, and power be transmitted from the central authority out and down to the local level. The local District or Area makes the demands, the Region makes sure that the demands are co-ordinated, assessed, and met through the provision of an adequate budget.

The Task Force recommends *that the structure of the regional organization adhere to the following guidelines:*

a) *that the smallest units of the system, Districts, be determined by the location, the population mix, the traffic patterns, and the facilities available throughout the province.* In remote areas where travel and communication are difficult the basic unit is envisaged as being small. It may consist of one settlement on an Indian reservation; it may be the district served by an elementary school; it may centre round an active community club or similar community nucleus.

In some sections of the province closely bound by roads and common interests, the District may be, in fact should be, larger and may encompass the territory served by a large high school or by several high schools or it may be an entire school division. In Winnipeg, several smaller communities within the larger electoral community may decide to become Districts for the purpose of organizing and providing post-secondary education.

b) *that, where geography allows, several Districts may, if the need exists, cooperate to form an Area.* For example, in Winnipeg a civic community such as St. John's may have within it several Districts which might unite to form an Area with its own administrative system coterminous with the civic community boundaries.

In rural Manitoba several smaller Districts may find it to their advantage to cooperate to form an Area where transportation and common interests make such cooperation possible. A reservation with several small Districts may well form an Area. The *Area* might develop from but should not be allowed to replace the District.

c) *that Districts and Areas be contained within the six Regions of the province, so that there will be regional coordination of the programs offered in the Districts and Areas.* There will also be the opportunity to provide interchange of programs, cooperation between Districts and Areas for purposes of efficiency, economy, and widening the scope of the post-secondary education being provided.

d) *that every Region have a Board, originally appointed by the provincial government from nominees named by the District and Area committees from among their numbers;*

e) *that every Regional Board send a representative to form the six-member Regional Affairs Division. This Division which will meet four times a year will:*

i. *assess the post-secondary services being offered through the regional organization and prepare a report which must be made public;*

ii. *prepare a statement of Regional needs derived from the members' knowledge of District or Area needs within their Regions;*

iii. *draft a budget for presentation to the Commission on Post-Secondary Education, the budget to be based on the statement of needs;*

iv. *act as a coordinating agency for the exchange of ideas, the planning of programs, and the extension of post-secondary opportunities throughout the province;*

f) *that the Regional Affairs Division become one segment of the Commission for Post-Secondary Education. (see diagram, p. 123)*

STAFFING THE REGIONAL RESOURCE CENTRE SYSTEM

The Task Force recommends *that the staffing of the Regional Organization adhere to the following guidelines:*

a) *that the Regional Affairs Division* (see diagram, chapter 8, p. 00) *have a paid Divisional Coordinator sharing space and work load at the Commission on Post-Secondary Education.* Once the regional organization is fully established this officer may be able to carry his regional duties on a part-time basis. In the first stages the Divisional Coordinator of the Regional Affairs Division will have the responsibility for setting up the regional structure;

b) *that where a District or Area is large enough to justify the hiring of staff, such staff will whenever possible — and it should be possible* almost all the time *— be made up of local people close to their community.* They should work in close cooperation with the Regional Coordinator;

c) *that every Region when activated have a paid co-ordinator and a secretarial staff.* The staff will vary according to the volume of work to be handled. It may be a part-time clerk in one Region and a large staff with diversified functions in another. The co-ordinator must have both his home and his office in the Region he will serve;

d) *that the Regional Co-ordinator be responsible for working closely with the District Committees. At the direction of the Regional board he/she will arrange to:*

i. *involve communities in searching and planning for the kinds of post-secondary education that will enrich and refresh community life;* The Co-ordinator should draw heavily on the District and Area committees to stimulate interest in activities that come broadly under our definition of post-secondary education: job retraining, recreational and leisure time skills, the development of collections of artifacts related to local history and ethnic origins, the support of local libraries and museums, of theatrical and musical groups. Every District should have its special interest, often unique because of its population mix, its location, its history.

ii *provide such post-secondary services as the District, Area, and Region require.* When services are provided at the District or Area level they should have been requested by the local District or Area committee and should, unless cost and manifest unsuitability stand in the way, conform with the requests. No programs will be established except on the advice of, or with the approval of, the local committees. The Regional Co-ordinator will, of course, remain free to suggest possible programs.

iii *provide first for the Region and later at the Area or District level a personal counsellor, consultant, tutor, or facilitator.* His/Her function will be to work with individuals seeking some form of post-secondary education but needing help in assessing their own capabilities, in weighing the value to them of available programs, or in finding means to prepare themselves for programs in which they would like to take part. Such counselling and consultation may be more needed in some parts of the province than in others, by some candidates for post-secondary education than by others. On reservations, in remote areas, in the city core, in situations where there has been a radical change in modes of living, counselling and consultation of the kind suggested here supplemented by personal tutoring if required may be the key to the success or failure of post-secondary education.

iv *contract for post-secondary services with institutions such as universities, the community colleges, school divisions, proprietary schools, and other public or private agencies,*

v *provide space and equipment, through rent, hire, or other type of agreement, so that post-secondary education programs may be carried out in the Districts and Areas.* Normally the space and equipment will be arranged for by the District and Area committees and approved by the Regional Co-ordinator so that the responsibility is borne where it should be, at the local level;

vi *co-ordinate trade and vocational training, including apprenticeship and other forms of on-the-job training.* Where such training comes under the jurisdiction of community college (see chapter 3, "The Community Colleges") the Regional Co-ordinator will become a liaison officer between the college and the rest of the Region in which it operates. He/She will also encourage the use of District and Area resources for on-the-job training and re-training; checking standards in small shops, working closely with the Department of Labour, the trade unions, local proprietary schools, and other interested organizations to ensure that local resources are not being overlooked and that the training they give meets the criteria set by the trades.

vii *initiate post-secondary programs where such are not available through existing institutions or agencies in the province.* It is not, however, intended that the Office of the Regional Co-ordinator become a regional college, university, or technical training institute. The principal function of the Regional Co-ordinator will be to co-ordinate, to make sure that the Districts and Areas receive what they need from sources already available to the province, some of them not yet tapped;

viii *establish a "skil bank"* a registry and an information centre to which candidates for post-secondary education can turn to discover where they might receive instruction in the skills, avocational or vocational, they would like to master. This bank will facilitate an exchange of the skills existing in the locality;

ix *disseminate information regarding the availability of programs in the Region.* In the light of what has been said above this function of the Regional Co-ordinator becomes very important. There is often such a variety of sources from which prospective candidates for post-secondary education could receive instruction and assistance that confusion results (e.g. the many agencies providing monetary assistance to students at Keewatin Community College). These include the universities and colleges, Department of Agriculture, Department of Health and Social Welfare, Department of Industry and Commerce, the Department of Colleges and Universities Affairs, the Department of Education, and other provincial agencies, the Department of Indian Affairs, Manpower, and other federal government agencies, as well as other organizations in both the public and the private sector.

It should be easy for every member of a community to find out what is available to him or to her in the way of post-secondary education and how financial information may be obtained. The means for finding this information should be widely and consistently publicized throughout the Region.

AN APPROACH TO REGIONAL EDUCATION

We do not advocate a hard sell approach. We are not thinking in terms of community activators who would come into a community, put on a whirlwind campaign and tell the community what it should be wanting. We suggest – we cannot be too emphatic about the suggestion – that the people of Manitoba should have what they themselves think they want and need and not what we or paid co-ordinators think is good for them. We do see the universities, colleges, and other educational and vocational agencies taking an active part in spurring interest in their offerings; we see the District and Area committees undertaking to let people know the breadth and the scope of the offerings available to them.

Too often we heard the complaint that people, especially Indian people on reservations, did not know what was available to them. Although agencies and organizations thought they were making information available, it was apparently not reaching those who might have benefitted from it. The proposed District committees should accept prime responsibility for ensuring that the native peoples and others in comparable situations are kept informed preferably through their own members on the committees.

We do not expect the regional structure to be built overnight. Nor do we see current programs being replaced or taken over throughout the province. The effect of the regional organization should be, rather, to strengthen what is now being done, to give force and validity, for example, to the extension departments of the universities and the colleges, departments which now seem to be operating almost as foster children of their institutions.

We see an expansion and a diversification of the work of the extension departments as the demand for what they have to offer builds up in Regions which until now have not been able to draw on them.

Districts, Areas, and Regions will be able to contract for courses from the universities and colleges. They may

1. administer the courses, collecting fees, making arrangements for facilities, or
2. simply give publicity and support to the course offerings of the extension departments.

Universities and colleges will retain the right if they so desire to offer courses without support from the Regional Boards, which will then act only as agencies for providing information about the offerings.

Similarly, where good proprietary schools have been operating successfully it is well within the terms of reference of the Districts, Areas, and Regions to contract with the schools for programs. Where a "beauty culture" school, for example, is already providing a satisfactory course in hairdressing, its facilities and personnel should be used under contract by the District or Area committee in much the same way as the committee would contract for a university or college course or recognize apprenticeship in a local automotive shop.

Nor do we see boards of local libraries or museums being phased out. They will, we hope, become more active as the resources of the libraries and museums take on importance through their use by District and Area committees and Regional Boards and their integration into the total post-secondary system.

We do not foresee that the establishment of a regional organization will lead to a burgeoning bureaucracy. It seems obvious that if post-secondary education is to be available to people where they live some kind of structure will be necessary and there will have to be paid staff and efficient administration. On the other hand, that staff should be minimal in number with every possible discouragement of empire-building. The Regional Co-ordinator will need assistants particularly if the demands for services grow rapidly. Small districts will have at the most a part-time co-ordinator-consultant. Clearly the nature and size of staff should and will vary considerably from one region to another and from district to district, depending on the needs and rapidity of growth of post-secondary educational services but in no way does the Task Force envision the development of a new, muscular, large arm of the civil service as a result of these proposals. Indeed it urges upon those responsible for implementing its recommendations a vigilant effort against such a development.

FACILITIES AND EQUIPMENT

Since there is neither the desire nor the need to institutionalize the learning resource centres at any of the three levels, facilities and equipment under the control of District, Area, or Region must be kept at a minimum.

Space should be limited to what is necessary to maintain the minimum office and administrative staff. The Divisional Co-ordinator should work out of the office of the Commission on Post-Secondary Education; the Regional Co-ordinator should arrange for space on a rental basis from the appropriate community college if he is located in the same centre as a college, from a regional high school, or from some other institution in the community which is selected as the central point for the region.

Area and/or District committees may or may not require rented space from which to operate. In small Districts volunteer committees with minimum part-time secretarial help may not need office space; in large Districts and/or Areas such space may be needed and obtained either in public buildings or in centrally-located quarters elsewhere. A cardinal principle of the regional learning resource centre organization is that no permanent structures are to become the property of the centres, either for learning or administrative purposes.

The Task Force recommends *that the following guidelines be heeded with regard to facilities and equipment in the learning resource centres:*

a) *that no buildings be built or purchased to serve the centres in the Districts, Areas, or Regions;*

b) *that where courses are offered to groups of people the classes be held in existing buildings, such as schools, community centres, church halls, or other premises that may be available in the district.* If the District committee and the regional representative can convince the Division for Regional Affairs of both the need for a program and the inability of the District or Area to support the program, the rental may be subsidized out of the regional budget;

c) *that on-the-job training and re-training be encouraged and, where possible, that local businesses and industries be used for this type of training.* District, Area, and Regional resources for this type of training should be canvassed, evaluated, and where they meet the necessary standards used;

d) *that the total resources of the universities and colleges be made available on contract at all three levels, with approval for programs by the Regional Board;*

e) *that Districts, Areas and Regions may also contract with local proprietary schools if the courses and facilities meet required standards;*

f) *that the regional high schools be investigated to see which of their resources in the way of space and equipment can be used during the school day if their facilities are underused and during off-hours and weekends.* In Districts and Areas where shift work is common, night use of vocational and technical departments should be tried on an experimental basis;

g) *that the facilities of other high schools also be made available for programs of post-secondary education through arrangements with division school boards;*

h) *that local libraries, other collections, and museums should be encouraged and expanded, the encouragement and expansion being considered essential to post-secondary education.* They should be made available both formally and informally for the purposes of post-secondary education. Projects involving sociological, anthropological, economic, and historical studies of a community, for example, could enrich the local library and museum and at the same time make use of their present holdings;

i) *that the clubhouses and community centres of ethnic groups be used to serve the dual purpose of providing space for post-secondary educational activities and of giving opportunities for cross-cultural experiences to the participants in those activities, especially in Districts and Areas with ethnically mixed populations;*

j) *that in the regional centre and in local libraries and/or museums there be collections of slides, film strips and loops, videotapes, and records for self-instruction in a variety of subjects.* These collections should be open for community use at convenient times: evenings and weekends as well as weekdays. If night classes are given, then the collections should also be available at times when night school students can use them conveniently.

MODES OF DELIVERY

One function of District and Area committees is to suggest and help implement imaginative modes of delivery. These must vary considerably from Region to Region and from District to District within the Region since their success depends not only on the personnel available, the interlinkage of traffic and communication patterns, and the geographic location but also on the types of post-secondary education and the results desired.

No widespread system of post-secondary education, no matter how well-meaning, is going to be successful unless its purveyors exercise both imagination and initiative in bringing their programs to the consumers. Even highly motivated students such as teachers working one course at a time towards a university degree rebel against the lecture unsupported by other teaching devices. The less motivated students and those already prone to failure through years of frustration are not attracted in the first place and if lured into some attendance are likely to drop out very quickly.

For post-secondary education as for learning at every stage, participation and involvement of the learner are essential. Any mode of delivery which neglects to take this fact into account is doomed and the program of which it is a part will die with it.

One of the ways to circumvent the defeatism that seems to affect so many adult students even when they are initially motivated is to provide some form of personal, almost tutorial, help either prior to enrolment in a post-secondary program or in its first stages. Help of this kind is especially useful for those who have already in one way or another experienced failure in the educational system or in the economic structure of society. It can be provided in only a limited fashion through technological aids, cassettes, films, programmed kits of learning materials. It calls for the personal touch, the warmth of individual explanation and understanding. The "skill bank" suggested elsewhere in this chapter may provide at least a part fulfilment of this need. The counsellor-consultant-tutor (see recommendation 6 c viii, p. 61) should be able to locate community resources when the prospective student is unable to do so. The receiver of the help may become in turn a giver to someone else who later needs the same kind of assistance in the initial stages of a post-secondary learning effort. Support thus becomes a mutual, shared enterprise.

The "each-one-teach-one" approach when each one is a member of the group seems especially appropriate and workable on Indian reservations and in other tightly-knit community groups.

Ever since the advent of television educators have believed that it has had an untapped potential for teaching, that is, for directed teaching. A great deal has been said and written about the use of television particularly for educating people who do not have access to traditional institutions of learning. Until new microwave and satellite transmission facilities make their impact felt, the technical problems of providing television to remote areas remain, although the development of videotape and other recording instruments has made available a partial solution.

More serious is the fact that television instruction, like other forms of instruction from a distance, requires a high degree of motivation. It may work, indeed it has worked, for continuing the education of people who already have a fairly high level of education and the motivation to acquire more, but it is not a very successful technique for people with only a marginal interest in furthering their education. Nevertheless it must be considered, in live form or recorded, as one of the instruments through which post-secondary education can be relayed to the distant and lightly populated parts of the province. It must always be remembered, however, that television cannot stand alone but needs the supplements of correspondence courses, contact by mail, telephone, or two-way radio with advisors or tutors, and meetings with other students for discussion, all under the direction of competent resource people. Here again there is a role for a one-to-one relationship between two learners, or between a learner and a tutor-consultant in the community.

Mobile classrooms, specially-equipped railway cars, boats, buses, or semi-trailers should also be considered as means of reaching outlying communities, either to provide learning resources in themselves or as complements to radio, television and correspondence courses. These vehicles should be the property of the universities, colleges or other institutions and their services should be contracted for through the Regional Board like any other facilities used under the regional organization.

As a Task Force we do not underestimate the value of interested and motivated teachers, carrying with them the minimum equipment necessary to provide instruction and finding their way in person, rather than electronically, through the province while on contract through their institutions to the District, the Area, or the Region. Canadian teachers have shown through their service abroad how much can be done, given the desire, to provide professional training for adults in short, concentrated periods of time. The same expertise can be transplanted to our own province to satisfy similar needs.

There should also be a re-evaluation of the Correspondence Branch of the Department of Education or the creation of a Correspondence Branch under the Commission on Post-Secondary Education in the Regional Organization Division and an extension of the functions of the School Broadcasts Branch to include direct teaching to adults. These branches of the Department could be used to provide teaching kits and expert correspondence advisors and tutors for students far from educational resource centres.

Short summer school offerings similar to the one- or two-week programs now offered to teachers by the Manitoba Teachers' Society can be given in existing facilities to provide the necessary personal contact for people taking courses by correspondence, recording, or a combination of both. Similar offerings might be made available during the off seasons at universities, colleges, high schools, or at summer resorts, camps, or community recreational centres.

Weekend seminars might be arranged at locations where the student and particularly his or her family might enjoy the pleasures of a camp, park, or similar vacation setting.

Resorts of this kind might also be used for short periods of time as settings for the teaching of the skills of basic living in an urbanized community, where the cabins or living units could become real life laboratories.

The District and Area people are often best qualified to suggest appropriate modes of teaching in their parts of the province. They are also best qualified to report on successes and failures, and to help organizers of programs to avoid the costly mistake of duplicating failures and failing to capitalize on success. Programs for the native peoples have given repeated proof of the disastrous consequences of not listening to those who are to make use of the programs planned for them. An example is what happened when a simple life skills course requested by a group of Indian women passed through the hands of enthusiastic course designers. In the process it lost touch with reality and became completely useless to the women who had asked for it. When they rejected it they and not the course designers were branded failures.

The word "failure" suggests an important principle of teaching, especially teaching those who have had little success with formal education. Students who complete courses in which they have enrolled should be recognized by the award of a certificate or diploma indicating that the course has been taken and completed. Otherwise there should be little, preferably no, emphasis on grades. If a course or program is not completed a statement can be issued to indicate what part of the work has been done. In no case should a learner be branded a failure.[1]

GETTING STARTED

If the regional system is not to be imposed on the province but is to grow out of its needs and wishes, a plan must be established for making sure that ideas flow from the Districts to the Regions and for testing the response to a regional organization of post-secondary education.

We recommend *that the government institute as soon as possible a pilot project in regional organization in one of the regions of the province. After the region has been chosen we recommend that the following steps be taken:*

a) *that an interim Regional Affairs Division of six members, broadly representative of the province be appointed, as*

  i *the body which will oversee the organization of the pilot region, and*

  ii *a clearing house through which Districts elsewhere in the province may apply for certification of their committees and for assistance from the Co-ordinator.*

b) *that a Divisional Co-ordinator for this interim board be appointed, and*

c) *that a Regional Co-ordinator be also appointed to work immediately with the pilot Region.*

The two officers would meet very early with volunteer committees in several parts of the pilot region to draw on their ideas and to co-ordinate their suggestions. They would institute a survey of District, Area and Regional resources, including as a high priority item an investigation of technical and vocational training possibilities in the Region; meet with volunteer committees to help create a working implement; be on call to assist with establishing programs; work with District and Area committees on financing the programs; set up lines of communication among Districts and/or Areas early in their period of consolidation; arrange for co-operation among Areas so that resources receive maximum use; record developments; set up procedures whereby District and Area committees, the Regional Affairs Division and the Commission on Post-Secondary Education can evaluate in an objective fashion the development of the regional structure, assist in the evaluation at all levels.

The establishment of a pilot Region should not prevent Districts in other Regions from setting up committees and beginning to move towards local organization of their post-secondary education program. Therefore, one of the Divisional Co-ordinator's important functions will be to publicize in all parts of the province the principles of the regional organization. Once local committees are set up outside the pilot region, interim Regional Co-ordinators may become necessary. They should be appointed when two or more Districts are organized in any Region.

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[1] Chapter 5, "Learning and Teaching" treats the questions raised in this section in a more general gramework.

It is hoped that the publicity given the proposals will spur already active groups in some communities to undertake a formal local organization, using the Regional and Divisional Co-ordinators as resource people for advice in formalizing the structure.

In other communities it will be necessary for a co-ordinator to spend time exploring possibilities, finding the necessary leadership, and feeding in information regarding the availability of programs and the value of post-secondary education to the individual and the community.

It is important that the local committee, whether District or Area, be representative of the total community. A local volunteer committee might easily be made up of only one or two components of a community and so be representative of a group which is already familiar with continuing education and its advantages: the teachers, the other professional people, the more prosperous and the more educated.

To prevent the development of such a situation we recommend *that the interim Regional Affairs Division "certify" the District and Area committees so they are indeed representative of all sections of the community*, the less educated, the less prosperous, the less vocal members as well as those who might in the normal course of events take the initiative in forming a committee for post-secondary education.

The Division would act only until enough Districts are formed in a Region to justify the existence of a Regional Board which would then take over the task of registering or certifying the District and Area committees.

The Task Force believes that a regional organization for the delivery of post-secondary educational opportunities will

1. reach more people more comfortably for them and at less cost to the province than other systems which we examined and from which we borrowed and adapted ideas;
2. enrich the province culturally and educationally by searching out, using, and sharing many of its previously underused or unused resources, especially human resources;
3. involve a great many people in the planning and processes of post-secondary education through committees and boards, thereby strengthening the democratic structure and reviving interest in Manitoba's villages, towns, and rural districts;
4. build an historical and cultural reservoir the foundations of which were laid during Manitoba's centennial year;
5. open for all people in the province even those in its smallest settlements and most remote regions doors leading to new interest, to personal development, and to the improvement of employment opportunities. The Task Force recommends *that steps be taken at once to implement its recommendations regarding:*

a) *the publicizing of the means through which District committees may be set up,*

b) *the exploration of interest within the Regions, with the aim of setting up a pilot project as soon as possible.*

RECOMMENDATIONS

The Task Force recommends:

1. that a regional organization for post-secondary education be established to make learning opportunities accessible to all Manitoba citizens. p. 58

2. that the basis of the regional organization be small community centred units called *Districts*, each of which will operate through a committee made up of people from the locality who are directly concerned with its educational needs. p. 59

3. that for the purposes of providing post-secondary education the province be divided into six Regions, two of these being included within the City of Winnipeg and the other four following the province's regional development plan. p. 59

4. that one of the regions within the City of Winnipeg be specifically designated as a francophone region to include St. Boniface and other francophone sections of the province. p. 59

5. that the structure of the regional organization adhere to the following guidelines:

a) that the smallest units of the system, *Districts*, be determined by the location, the population mix, the traffic patterns, and the facilities available throughout the province.

b) that, where geography allows, several Districts may, if the need exists, cooperate to form an *Area*.

c) that *Districts* and *Areas* be contained within the six *Regions* of the province, so that there will be regional coordination of the programs offered in the Districts and Areas.

d) that every Region have a *Board*, originally appointed by the provincial government from nominees named by the District and Area committees from among their numbers.

e) that every *Regional Board* send a representative to form the six-member *Regional Affairs Division*. This Division which will meet four times a year will:

i. assess the post-secondary services being offered through the regional organization and prepare a report which must be made public;

ii. prepare a statement of Regional needs derived from the members' knowledge of District or Area needs within their Regions;

iii. draft a budget for presentation to the Commission on Post-Secondary Education, the budget to be based on the statement of needs;

iv. act as a coordinating agency for the exchange of ideas, the planning of programs, and the extension of post-secondary opportunities throughout the province;

f) that the Regional Affairs Division become one segment of the Commission on Post-Secondary Education. p. 60

6. that the staffing of the Regional Organization adhere to the following guidelines:

a) that the Regional Affairs Division have a paid Divisional Coordinator sharing space and work load at the Commission on Post-Secondary Education.

b) that where a District or Area is large enough to justify the hiring of staff, such staff will whenever possible be made up of local people close to their community.

c) that every Region when activated have a paid co-ordinator and a secretarial staff.

d) that the Regional Co-ordinator be responsible for working closely with the District Committees. At the direction of the Regional board he/she will arrange to:

i. involve communities in searching and planning for the kinds of post-secondary education that will enrich and refresh community life;

ii. provide such post-secondary services as the District, Area, and Region require;

iii. provide first for the Region and later at the Area or District level a personal counsellor, consultant, tutor, or facilitator;

iv. contract for post-secondary services with institutions such as universities, the community colleges, school divisions, proprietary schools, and other public or private agencies;

v. provide space and equipment, through rent, hire, or oother type of agreement, so that post-secondary education programs may be carried out in the Districts and Areas.

vi. co-ordinate trade and vocational training, including apprenticeship and other forms of on-the-job training;

vii. initiate post-secondary programs where such are not available through existing institutions or agencies in the province;

viii. establish a "skill bank";

ix. disseminate information regarding the availability of programs in the Region. pp. 60-1.

7. that the following guidelines be heeded with regard to facilities and equipment in the learning resource centres:

a) that no buildings be built or purchased to serve the centres in the Districts, Areas, or Regions.

b) that where courses are offered to groups of people the classes be held in existing buildings such as schools, community centres, church halls, or other premises that may be available in the district.

c) that on the job training and re-training be encouraged and, where possible, that local businesses and industries be used for this type of training.

d) that the total resources of the universities and colleges be made available on contract at all three levels, with approval for programs by the Regional Board.

e) that Districts, Areas and Regions may also contract with local proprietary schools if the courses and facilities meet required standards.

f) that the regional high schools be investigated to see which of their resources in the way of space and equipment can be used during the school day if their facilities are underused and during off-hours and weekends;

g) that the facilities of other high schools also be made available for programs of post-secondary education through arrangements with division school boards.

h) that local libraries, other collections, and museums should be encouraged and expanded, the encouragement and expansion being considered essential to post-secondary education.

i) that the clubhouses and community centres of ethnic groups be used to serve the dual purpose of providing space for post-secondary educational activities and of giving opportunities for cross-cultural experiences to the participants in those activities, especially in Districts and Areas with ethnically mixed populations.

j) that in the regional centre and in local libraries and/or museums there be collections of slides, film strips and loops, videotapes, and records for self instruction in a variety of subjects. p. 63.

8 that the government institute as soon as possible a pilot project in regional organization in one of the regions of the province. After the region has been chosen we recommend that the following steps be taken:

a) that an interim Regional Affairs Division of six members, broadly representative of the province, be appointed, as

i. the body which will oversee the organization of the pilot region; and

ii. a clearing house through which Districts elsewhere in the province may apply for certifications of their committees and for assistance from the Co-ordinator.

b) that a Divisional Co-ordinator for this interim board be appointed, and

c) that a Regional Co-ordinator be also appointed to work immediately with the pilot Region. p. 65.

9 that the interim Regional Affairs Division "certify" the District and the Area committees so they are indeed representative of all sections of the community. p. 66.

10 that steps be taken at once to implement its recommendations regarding:

a) the publicizing of the means through which District committees may be set up;

b) the exploration of interest within the Regions, with the aim of setting up a pilot project as soon as possible. p. 66.

A District Comes Into Being

The town is small. Its total population even with an optimistic census probably does not exceed 1,000 but it is a settled community. Some of its houses were built in the 1880's and 1890's and are still in good repair. Travellers who venture off the Trans-Canada highway because they are intrigued by its name or attracted by the church spire piercing the tree tops sometimes stop at the old houses to see whether they can buy antiques, Old Country or Upper Canada pieces which might still be preserved in attics or front parlours. The surrounding countryside has been cultivated for almost a hundred years and still yields good crops though the methods used to produce them have changed radically since the settlers came overland, first by ox and horse team and then by the railroad.

Those first settlers were largely Irish and Scottish with a sprinkle of descendants of the United Empire Loyalists but very soon the mix began to change. For a long time now in the town and certainly in the outlying territory the population has been a miniature of the population of the province. There are families of Mennonite background; some of Ukrainian and other Central European stock, enough to have a church with its characteristic onion-shaped dome; Irish Catholic and Irish Protestant, the latter by way of Ontario many generations ago. They live peacefully together and commiserate with one another about the intransigence of their distant cousins; one blond haired family named Lee boasts of its Chinese great grandfather, the founder of the first and still flourishing restaurant on Main Street. In the schools there are children from a neighbouring Indian reservation but there is little communication otherwise between the town and the residents of the reservation. The town people occasionally take visitors out and the Indian people come in to do a little shopping on Thursdays and Saturdays and for concerts at the schools.

The local doctor is very popular. He and his wife are from India; their children have adopted Manitoba ways and after two years in the town are indistinguishable in speech and costume from their school mates. They are, however, more polite and more accepting of authority and stand in danger of falling out of grace with their peers because other parents tend to hold them up as examples of how girls and boys ought to behave. Since the doctor and his wife speak French fluently they have become close friends of the real estate, Autopac, and life insurance agent who is from Quebec originally, and the high school French teacher who is happy to have opportunities to practise her French with someone more skilled than her pupils.

Very early, news reached the town of the possibility of receiving help for aspiring mature students through the Regional Affairs Division. Mr. Leblanc, the Autopac agent, heard about it on CKSB on a morning news broadcast. His attention was caught by the mention of a francophone region centred in St. Boniface. Several other townspeople heard similar broadcasts, which made little impression on them since they didn't realize that the regional organization could be of any use to them.

Mrs. Sawatzky, however, a former school teacher who had married a local young man, had been very active on the town Centennial Celebrations Committee in 1970. She had

had some experience in getting money for important things through local committees and she decided that she would investigate the possibilities. A few days after the radio broadcast she read an account of the regional organization both in the Saturday edition of the Winnipeg paper to which she subscribes and in the district weekly whose editor had given it considerable space. She was not surprised when on Sunday morning, on her way home from church, first Mr. Leblanc, and then Mrs. Gravel who looks after the library on a part-time basis, mentioned it to her. Both thought they saw advantages for the town in bringing post-secondary education opportunities closer than Brandon or Portage la Prairie or Winnipeg. The Autopac chap said he knew of a lady in town who was interested in an informal course in law: she'd seen some television programs and wanted to know more. In his business he knew quite a bit about some aspects of law but there was a lot more he too should know about mortgages and the rights of buyers and sellers. Wouldn't a course in law for the ordinary person be a good idea? Would Mrs. Sawatzky like to do a little canvassing around town to see whether she could get together a few more people who might be interested? Well, maybe not necessarily in a course in law but in forming a district committee or something like that.

Mrs. Sawatzky went back to the newspapers, discovered that there was such a person as a regional co-ordinator who might give her some help and that the whole business seemed to come under the Department of Post-Secondary Education of the Government of Manitoba. She sent off a letter, with copies for Mr. Leblanc and Mrs. Gravel, and while she waited for a reply scouted the town for other people who might be interested in acting on a committee. The doctor, of course. He was most interested. So were some of the teachers, the student minister at the United Church, Mrs. Gold, the lady who wanted to know more about law, a farmer who had received a good deal of help from the Department of Agriculture, and the chairman of the Women's Institute. In fact, before the reply to her letter came from Winnipeg she had an embarrassment of offers of people to serve on a committee.

Her letter had been passed along to the Commission on Post-Secondary Education where it was referred to the temporary regional coordinator and the reply came from him. He sounded enthusiastic about her inquiry, said that he was sending along information in a following parcel and that he would be out to see her within the next ten days. He suggested that during his visit to the town perhaps she could arrange to have him meet with those people interested in forming a district. It would be useful if there were some prior discussion based on the information he was sending her regarding the objectives of such a district and a plan for making a survey of existing community resources. Was there a local library? a larger library within easy travelling distance? a museum? a tradition of community involvement to carry through a community project? Had the town and surrounding territory ever had a festival, ethnic, or artistic, or musical? The letter was long and it had many other suggestions and questions for Mrs. Sawatzky, encouraging and supportive suggestions and queries well within the range of possible achievement.

The last suggestion gave Mrs. Sawatzky pause. The co-ordinator proposed that the district committee, indeed the interested group with which he hoped to meet within the next two weeks, be totally representative of the community. It should consist, he wrote, "not only of the doctor, the lawyer, the minister, the teachers or ex-teachers, but of 'ordinary Joes', some people who dropped out of school before finishing Grade 10, a representative of the Indian people in your area, just plain working people without professional training. We want to reach everyone in the community not merely those who already look to education for fulfilment." The co-ordinator added that a special advisory board or committee was being set up to look at the composition of district committees to make sure that they actually were representative of more than the local elite. He made his point tactfully but it was unmistakeable and Mrs. Sawatzky as the prime mover realized that she would have to spread her investigations a little farther afield if the district committee were to meet requirements.

By the time the regional co-ordinator came out to the town she had gathered together twenty or more people, all of whom expressed interest in having a committee formed to work with the co-ordinator to provide a wide range of educational opportunities for the town and adjacent areas. There were two or three people from the reservation, one, a girl who had finished high school in the town a few years before, had taken nursing training in the city, and was back home working with her people, the other, and elderly man with the gnarled hands and weathered face of someone who has worked outside all his life. There were a few farmers, a clerk from the supermarket, the foreman in the local garage. More women than men had turned up, as the co-ordinator had predicted to Mrs. Sawatzky. Most of those present indicated that they represented many others who for one reason or another could not come that evening but were definitely interested and promised support.

The co-ordinator spent about 30 minutes explaining the purpose of the regional organization, the part played in it by the Regional Affairs Division, but particularly their role as members of the community, and the role of the district committee they might set up — or become. He answered several dozen questions regarding the meaning of post-secondary education. He explained that the committee would have as a major function making sure that information regarding educational opportunities was widely disseminated, that such information reached beyond notices on the post office bulletin board or the tackboard in the community hall. He placed equally high in priority the survey of community resources. "Who," he asked, "in this town and in this district can do what? How do you bring together those people who know something valuable with those people who want to know what the others have to offer?"

Then, he said, the district committee would have to work with other districts, perhaps through him at first or on its own contracting with existing post-secondary institutions to bring to the town courses of study which groups of people in the town and district decide they want. Yes, he was aware of the fact that the community colleges and the universities were already willing to come out to serve the town if enough people wanted their services to make the course worthwhile giving. Their business as district committee members would go beyond what is now being done, coordinating and publicizing present services, seeing the need for others, making possible the kinds of services now not possible because of the small numbers demanding them. As a committee they might make arrangements to provide for the needs of a very small group of people. Suppose five adults wanted to learn something about electronics or upholstery or contract bridge. The district committee could use the information it had gathered to find someone locally who could act as the leader or instructor. It could negotiate reasonable fees, find accommodation, and where necessary equipment. For example, the local high school does not have an electronics shop but the local radio and television repair man is very knowledgeable. Perhaps he could carry part of an electronics course and an instructor from Assiniboine or Red River Community College could come out twice a month to update, give direction, and evaluate what is being done. If the electronics course meets the standards set by the colleges, perhaps the committee could also negotiate for credit towards standing in a technology; it might also negotiate through the regional co-ordinator for grants to support the course and to enable students to take it.

The physical education teacher in the high school is a gymnastics expert and a physical fitness fiend. Mrs. Toews who works in the bank used to teach dancing before she married a farmer in the district. She has kept her skills and her interest up-to-date and would love, she says, to work with the physical education teacher and those people who are interested in physical fitness, rhythmic movement, and so on. "Good," says the co-ordinator. "Once your committee is set up there is no reason why for a small fee and with some help you couldn't get a good program going here. In fact, if you are as good as you sound you might combine with your neighbouring town — it's only fourteen miles away — and get something really terrific going. We'll help all we can."

The meeting elected Mrs. Sawatzky chairman of the committee and elected ten members, bearing in mind the co-ordinator's comments about being representative of the community. The elections were by no means by acclamation, since some of the establishment people were not entirely sure that the supermarket clerk knew enough to be on a committee dealing with post-secondary education. They were delighted with themselves for having given unanimous support to the young nurse from the reservation and many were so impressed with the ideas of Mrs. Toews who had never before taken any part in community affairs (she doesn't curl or play bridge or belong to the Ladies' Auxiliary) that she was elected on the first ballot. Anyway it is a pretty strong committee, all in all, and the coordinator left with high hopes for the success of that particular district.

In due time the district was recommended by the special advisory board set up for the purpose and was ready to begin its tasks on a formal basis. Informally it had already undertaken to follow through on the suggestions of the co-ordinator. It had made a survey of community resources and had surprised itself by the wealth of materials and the range of skills and abilities it had unearthed. It had also been surprised by the frustrations it had uncovered; there were lots of people who would have liked to learn things and had not known where to go and how to attain what they wanted. The committee had drawn up a catalogue of possible resource people in eighteen or twenty learning areas, some recreational, some vocational, some academic. It had also begun to gather lists of individuals interested in expanding their learning in these areas.

To go much further the district committee needs the help of a professional, someone who can help them to coordinate and to plan. It also needs some space. — Mrs. Sawatzky is talking to the local community club to see whether with funds allocated by the Regional Board she can rent a small room and engage a part time clerk-typist to handle the growing amount of paper work. She can no longer accommodate the records and the flow of information in her own small house. Nor can she keep her telephone tied up with the large numbers of telephone inquiries she is receiving.

Mrs. Sawatzky and her committee have a feeling of satisfaction at having come so far in so short a time, but they know that the proof of their success will be found in the support their efforts receive when right after the harvest the first of their projects swings into action. It is a series of classes in law for the ordinary citizen and it already has a committed registration of twenty people. It is a non-credit course, will last for ten weeks, and will meet in one of the classrooms in the high school from eight to ten one evening a week. The principal instructor is the local magistrate who expects to bring in other experts in special fields. The costs will be borne partly out of the fees of the registrants and partly out of the budget of the Regional Board. The School Division is donating the space and custodial service.

The co-ordinator is also working with the committee on a plan for a course requested by some of the mothers on the reservation. This course will be provided in conjunction with the Department of Health and Social Development and will involve the committee member from the reservation, in fact she is the resource person for the project; the doctor, the nurse; a committee of the mothers themselves; and several homes in the town, as well as in the community hall on the reservation, and to provide what the Indian women have asked for, not something designed in Winnipeg.

One of the problems the committee is already facing is the need to move slowly. In the first blush of enthusiasm everyone wanted to do everything. When it became apparent that the time and energy of the members and their ability to organize would place limits on what could be undertaken at once, there was considerable disappointment and not a little grumbling. Mrs. Sawatzky knows that to maintain enthusiasm she is going to have to keep her committee involved and out in the community, talking, encouraging individual citizens to make proposals and undertake some of the responsibility. She is lending the support of the committee to the existing extension courses of the universities and community colleges. She is involving Mrs. Gravel and the library so that the library collection will meet the increasing demands that will inevitably be made on it. Members of the committee who have connections with ethnic organizations in the town and outlying areas have indicated to their respective groups that they too are part of the post-secondary picture and have contributions to make.

Three months after that first meeting which he attended the regional co-ordinator finds that nearly a hundred people in the district are directly or indirectly participating in the affairs of post-secondary education, though many of them are puzzled when he calls what they are doing meeting the needs for post-secondary education.

5

Learning and Teaching

SECTION I **Factors affecting Post-Secondary Teaching**

During the 1960's access to post-secondary studies increased greatly. This growth brought three consequences that profoundly affect learning and teaching:

1. certain institutions became very large;
2. part-time studies became an increasingly important feature of post-secondary education; and
3. students with more varied backgrounds began attending post-secondary institutions.

The recommendations the Task Force is making for the 1970's can only accentuate these changes. During this same period came the adaptation of technology to teaching, with a rapid development of "hardware" and a much slower understanding of its uses and potential.

INCREASED SIZE OF INSTITUTIONS

The increase in student numbers has meant the growth of existing post-secondary institutions and the creation of new ones. The University of Manitoba and Red River Community College have become large organizations even by North American standards and the other universities and community colleges have evolved as elements of a post-secondary system of considerable size and complexity. The operations of even small institutions are affected by the increase in numbers, for student/staff ratios tend to be similar throughout the system, and the methods of the large institutions influence all.

It is sometimes said that North American universities and colleges have kept the same teaching methods they used when they catered only to very small numbers. This is at best a half truth, for the very process of growth has meant a change in teaching. The American economist, Kenneth Boulding, used to point out in lectures on changes in scale that if you grew a flea the size of an elephant, its legs would break and it would tumble helplessly to the ground. Had higher education teaching methods designed for institutions of two or three thousand students been transposed unchanged to institutions of five or six times that number of students, there would have been collapse. What occurred was a change in proportions of the kind that one can observe in comparing a flea's legs with those of an elephant. In the small institutions of the past, learning occurred through a combination of lectures, information and formal tutorials, leisurely contacts among students with similar backgrounds, personal relations with professors or teachers, laboratories where the instructor himself was present, and library study. As student numbers increased, the importance of the lecture delivered to large classes greatly increased, personal contacts with instructors diminished, and graduate students or other auxiliary personnel were given grading responsibilities and supplementary teaching assignments in conference groups or laboratories.

To some extent it can be argued that larger institutions *chose* to have huge classes in courses common to many programs so that they could increase the variety and range of highly specialized courses. Financial pressures, desires to expand graduate programs, and increasingly complex timetables combined to push them in this direction. Yet even if it is agreed that some of the transformations that occurred were freely chosen, there is an element of inevitability that remains. The change in size by itself would have weakened the intimacy of personal contact to be found in the small college. Is the elephant a more or less effective creature than the flea? Whether or not small scale institutions provide better learning experience, the large ones are here to stay. They offer a range of program options not otherwise obtainable. It is therefore essential that teaching methods be consciously adapted to changes in scale so that large institutions may become increasingly effective learning centres.

THE GROWTH OF PART-TIME STUDIES

The move towards part-time study shows every sign of increasing and as the mix of full-time and part-time students changes, instructional systems geared to the full-time student's needs will have to be modified. Both universities and community colleges make considerable use of the evening hours bor both credit and non-credit courses, but in the universities especially courses so scheduled are perceived as something outside the normal pattern of study rather than as an integral part of the learning and teaching organization. Some progress has been made towards an extended day at the University of Manitoba but the pattern established for the full-time day student still tends to be replicated in the evenings, i.e. courses with two or three lecture hours per week running for one or two semesters. Summer schools provide a variant, useful particularly to teachers who are up-grading their formal qualifications, but once again the procedures developed for "regular" full-time studies are used and lectures are simply compressed into a shorter time-frame.

There are increasingly, demands for other ways of pursuing part-time studies. Companies have developed on their own training sessions that involve intensive work, combining workshops, seminars, extensive use of audio-visual presentations, computer games and simulations, and programmed instruction for short periods of two to six weeks. These are usually very closely job-related, but the possibility of providing similar intensive sessions for study appropriate to the university or the community college warrants careful attention. Such sessions may, for certain purposes, be a better way of learning than either full-time study or part-time evening study spread over an entire academic year. The development of varying work-study combinations therefore recommends itself not only as a means of providing access to post-secondary education for people who would otherwise be unable to take advantage of it but also for purely academic reasons. Concentrated, flexibly timetabled study sessions may indeed be the only effective way for the universities to provide up-dating instruction for graduates who have to continue their work responsibilities while they are catching up with changes in knowledge and methods within their field. Something quite different from the standard course must be given them.

If the recommendations of the Task Force for a regional organization for post-secondary education are implemented, both the community colleges and the universities will be called on to develop further their ability to put on courses outside the campus. Experience has already been gained through the universities' cooperative program for serving northern needs, through the University of Winnipeg's downtown classes, and through the extension work of all the colleges and universities. Modes of delivery are still far from perfected, however, and in rejecting the "Open University" formula for decentralizing learning opportunities, the Task Force has placed a heavy responsibility on the existing universities and colleges to meet regional needs in new ways. (See chapter 4 "The Regional Organization" p. 57 for an analysis of the Open University).

A GREATER VARIETY OF STUDENTS

Those who still come to study on campus, moreover, will be a much more varied group than in the past, both in terms of social background and educational experience. There is no contradiction in the Task Force calling at the same time for a limit to the universities' role in post-secondary education and for a special effort on the part of the universities to adjust to a much more diversified student body. Even if student numbers do not increase (at least in terms of full-time registrations) and some programs are transferred to the community colleges, even if the emphasis on excellence and high levels of achievement is maintained or increased, the universities must expect a changed student body including much higher proportions from those groups at present under-represented: native peoples, the urban poor, old people, women, students from remote communities. They must learn to cope with an age distribution much closer to that of the adult population as a whole, i.e. much less skewed in the direction of the 18-24 year olds. In comparison with the "old majority" in the universities, many of these students will have gaps in their education that need to be filled, they will have uneven preparation, they will often be less familiar with study techniques and with effective written and oral expression. Make-up modules will be needed, special supplementary material will have to be prepared, and, as we have emphasized before, counselling and tutorial services will have to be created or adapted. More mature students will demand a greater role in designing the courses they take and may respond better to different teaching methods.

In short, universities and community colleges will be called on to adapt their teaching to large numbers, to part-time studies, to work-study combinations, to external delivery of courses, and to a broad age spectrum and social variety in their student bodies.

SECTION II **Changing Ways of Teaching**

The Task Force is far from believing that there is a single magical method of teaching that can solve these problems. There is no one answer to the question "What is the best way to learn?" Rather, we are critical that there has been an excessive reliance on one method, the lecture, and that not enough time and resources have been devoted to the experiments and the innovations that will enlarge the range of teaching and learning options and adapt them to differing circumstances. We find it remarkable that so little research into learning problems is undertaken in post-secondary institutions. (Is it not strange that the universities, which stress so much and so rightly their research function, do so little to find out how to perform better their own chief responsibility, teaching and learning?) We also find it anomalous (although quite as common outside Manitoba as within it) that so few post-secondary institutions feel that improving learning and teaching methods is *their* problem.

There are, of course, special reasons why those who teach in post-secondary institutions have given less attention to problems of pedagogy than those at the primary and secondary levels. The criteria for appointment of college and university teachers have stressed *content* mastery above all others. In the community colleges the importance of trade or career preparation has meant that teachers must be recruited from those who have great practical experience in the trades, in industry, and in the technologies, and who know from detailed practice as well as in theory what is required for the student to be successful at work. In the universities, scholarship is the chief criterion by which a professor is judged. He or she must demonstrate mastery of an intellectual discipline and have the capacity not only to keep abreast of rapid changes in knowledge but to add to knowledge through research. Asking the professor also to show that he knows how best to communicate his knowledge and foster the learning of others is not a new requirement; but in the modern North American university it is certainly a more demanding one than it was in earlier days and in other societies. The concept of a community of scholars joined in the pursuit of knowledge implicitly defines the student as an apprentice who learns by watching the master scholar at work, by assisting him, and gradually by tackling his own scholarly problems under the master's supervision. The master teaches by doing his own scholarly work. It would be a shame if universities lost sight of this ideal and separated teaching from research. But it is futile to pretend that actual conditions, except for post-graduate studies and not always then, come within shouting distance of the ideal. It is therefore unreal to appoint, promote, and otherwise judge a professor exclusively on the basis of qualities that do not satisfy the demands for teaching skills within a contemporary university. Perhaps in Great Britain, where staff to student ratio in universities is still one to eight, it continues to make sense to ask only of the professor that he master his subject and advance knowledge. In Manitoba, where university staff/student ratios may range, according to level and discipline, from one to ten to one to twenty-five, different assumptions about the role of a professor are clearly required. We do not imply that at present Manitoba's universities ignore teaching as a criterion for success as a professor. We do believe, however, that nostalgia for a definition of functions that can no longer apply still colours the institutional appraisal, and the self-appraisal, of professors.

The Task Force perceives a need, therefore, not only for variety in teaching methods and recognition of variety in learning styles but also for a re-emphasis on the *teaching* responsibilities of the post-secondary instructor. The remainder of this chapter will be devoted to proposals that may help both the institutions and the individuals responsible for post-secondary education in Manitoba to bring about these changes.

INSTITUTIONS

People, not institutions, learn and teach but the institutional setting can either encourage or frustrate personal effort. Unless the college or university is prepared to take up a teacher's promising experiment and makes it possible for others to adopt it, its impact will be slight. Unless the institution recognizes and rewards time and effort spent in redesigning a course, it will influence its staff to spend time on activities that do bring a reward. Dotted across the country, in classrooms and in settings outside the classroom, experiments in learning and teaching are taking place. Very often they die out because the instructor leaves or is switched to duties where his innovation cannot easily be applied. Rarely are they evaluated, communicated to the rest of the teaching staff if they seem worthwhile, and then incorporated into a battery of teaching methods that have a permanent place in the institution. Frequently too, an idea cannot be tested because the assistance, equipment, and materials needed to put it into effect are not available. In times of slow or no growth, new funds are hard to come by and if novelty is financed by cutting back on the money available for the entrenched and traditional, the howls of pain and outrage are deafening.

RIGIDITIES

Institutional rigidities that stifle change take many forms. Timetable inflexibility has already been mentioned. Others may be rigid admission dates, lengthy approval procedures, fixed space allocations and unwillingness to adapt space to new uses, or complex rules regarding calendar listings. Most commonly, there is simply no apparatus to support and facilitate experiment and innovation either at the departmental or the faculty or the central administration level.

Our emphasis is on support and encouragement by the institution for changes desired and accepted by students and teachers rather than on decrees from above. Horrendous mistakes can be made if the institution commits itself to a particular change that students or staff (or both) are unwilling or unprepared to adopt.

Early experiments with closed-circuit television, for example, using it as a simple lecture substitute, were costly and, perhaps more important, aroused suspicions against any use of electronic media in teaching.

Audio-visual facilities are frequently underused because learning to use them well is time consuming and because their usefulness as an integral part of a teacher's course is often not perceived. The Task Force met personnel from both the University of Winnipeg and the University of Manitoba who were thoroughly conversant with instructional hardware and its possibilities; we were told of AV-TV facilities with considerable capacity. But the links between such specialized staff and the teaching body were incomplete; the staff did not seem to have the full confidence of their colleagues as advisors and consultants, a situation that prevails on many campuses throughout the country. Similarly, at Red River Community College the Task Force found television facilities of great sophistication available which were used for training students in the techniques of television rather than as a resource for teaching in the college as a whole.

On the other hand, an administration that simply facilitates an endless series of minor experiments coming from staff who have been encouraged to believe that change for the sake of change is a virtue will accomplish little. Successes must be reinforced and permitted to expand; failures or changes that produce no appreciable advantages must be effectively discouraged.

INNOVATION

Successful innovations in learning and teaching relate staff, students, and administration in the process of change. Coordination is needed to evaluate costs and benefits as carefully as possible. A learning system that if widely applied would double or triple teaching costs simply must be ruled out, no matter how attractive it may seem. Similarly, the teaching method that is an accountant's delight and lowers teaching costs by a half or a third must be rejected if it reduces incentives to learn or dilutes the standards of a program. It is important to remember that the objective is to foster variety and the adaptation of instruction to differing circumstances and not to make a wholesale switch to a single, new methodology.

To help accomplish these ends, the Task Force therefore recommends:

a) *that each university and community college set aside an Educational Development Fund equal to at least 3% of its annual operating budget. This fund should be used to provide assistance, equipment, and materials needed to mount teaching experiments, to redesign courses, and to sustain and expand successful* *innovations until they can be incorporated in the regular budget.* In small institutions, such as Keewatin Community College and Brandon University, three per cent of the operating budget may be insufficient to provide an adequate fund for these purposes. It is therefore suggested that the Colleges and Universities Division consider recommending supplementary grants to ensure that each institution has an appropriate Education Development Fund.

b) *that each community college and university designate a senior administrative officer, preferably a vice-principal or vice-president, as the person responsible for promoting educational development.* This officer should have sufficient authority to clear roadblocks created by timetables, registration procedures, or space allocation rules. At the faculty and at the departmental levels an individual or a committee should be assigned similar responsibilities.

c) *that each institution keep under continuous review the problems of integrating and providing equal development for full-time and part-time studies, of providing instruction at times and in ways that permit the effective combination of study and work, of designing courses for external delivery, and of compensating for unevenness in students' educational and social backgrounds.*

THE TRIMESTER SYSTEM AND FLEXIBILITY

It should be noted that the Task Force is *not* recommending the trimester system for Manitoba universities. Cost studies at Simon Fraser University and by researchers for the Ontario Commission on Post-Secondary Education reinforce similar American studies which combine to show that the trimester system does not reduce the costs of university education. What it may do is permit universities to introduce flexibility in entry dates. This is often a great convenience for students, both for those who have been out of school and wish to return and for those whose high schools are on the trimester system. The Task Force would encourage universities to permit entry to at least a limited set of course options in January if demand is sufficient. Double summer schools or inter-sessions are also useful to enable full-time students to make up deficiencies or to accelerate almost as much as with a full trimester operation. Part-time students particularly teachers seeking to raise their academic level will be the major clients for ordinary summer school sessions.

The Task Force's reasons for a lack of enthusiasm for the trimester idea go beyond accounting considerations. We are convinced that universities must gradually break down the rigid time periods to which they now adhere and operate as learning centres where a variety of educational needs can be satisfied at varying times of the day, the week, and the year. The summer period need not be used in the same way as the fall and winter terms and those traditional terms need not persist for ever as the only time frames for study. We urge the universities to plan for flexibility in learning in a wide variety of ways, of which a partial approach to the trimester system is only one. Indeed, we fear that too much effort and administrative apparatus devoted to an extension to the summer of existing programming may bar the way to more far-reaching and desirable changes. We would rather counsel the universities to build into their operations some of the features of the Universities Without Walls that have come into being in the 1960s. There, students may contract for learning programs that will vary widely in time, in methods of study and in methods of evaluation. Discarding the traditional structures of degree programs cannot be accomplished overnight, and the weaknesses as well as the strengths of personal study contracts have not yet been fully assessed for every kind of university program. We believe that the energies of the university will better be directed along these lines, however, than in adding to the formalism that now prevails.

The community colleges have already broken away from a single pattern of entry and completion and a single duration for every course of study and are therefore exempt from exhortations to adopt the trimester formula. They might well, nevertheless, continue to study ways of increasing their flexibility in providing study opportunities. There seems to be little opportunity at the colleges for individual progress. It should be possible for students to learn at their own pace, taking either eighteen months or three years to complete a two-year course, for example. One of the important functions of the colleges should be to try to reach people who in the past would not have been exposed to higher education. For these disadvantaged people it is particularly important to have flexible periods of time in which to reach goals. We understand that the requirements of Canada Manpower stand in the way here: we urge that the Ministry's negotiations deal with this subject.

A CENTRE FOR EDUCATIONAL DEVELOPMENT

Support for educational development at the post-secondary level cannot be confined to services within each individual institution. There are two strong reasons for system-wide supports. First, the regional organization we have recommended will not create new campuses; it will bring together existing learning resources in a new way and make them available at the local level. It will therefore have to look to the system for help, advice, and resources to adapt teaching and learning methods to the educational needs it identifies. Secondly, the provision of technical advice and services in the use of closed circuit television, videotape cassettes, computer-aided instruction or in the production of multi-media learning modules for self-instruction requires a greater degree of specialized knowledge than each institution can be expected to provide for itself alone. Furthermore, a comprehensive library on learning and teaching innovations should not be built up six times over. A single resource for the system as a whole is, therefore, advisable, although it should supplement rather than supplant existing resources in colleges and universities.

The question remains whether this service should apply to all levels of education or to post-secondary education alone. Services that now exist in the Professional Development, Curriculum, and Research and Planning Branches within the Department of Education could form the nucleus of the Educational Development Centre we propose. The Commission on Post-Secondary Education may urge that a single centre for all levels of education be created but such a proposal lies outside the terms of reference of this Task Force. We recommend, therefore, *that a Centre for Educational Development be created to provide the system of post-secondary education in Manitoba with:*

a) facilities for the production of video-tapes and other audio-visual materials;

b) a consulting service for educational innovation;

c) training programs and seminars for post-secondary teaching staff who wish to master the use of communication hardware and software for educational purposes and to keep abreast of educational change;

d) a library and data centre on educational research and experimentation.

THE TEACHER AND THE STUDENT

Ultimately, learning depends on a combined effort by both the student and the teacher. If learning is to be made more effective, there must be a continuous process of evaluating the teaching and learning going on. Moreover, this evaluation must feed back to both teacher and learner in ways that will encourage and provide, in the jargon of the behavioural psychologist, "positive reinforcement". At some stage, evaluation may lead to the conclusion that either the teacher or the learner (or both) have "failed" and should find something else to do. But this use of evaluation should be clearly subordinate to its use as means of indicating lines of improvement and more effective action.

STUDENT EVALUATION

The evaluation of students' performance as learners is a much more familiar and developed idea than the evaluation of instructors' performance as teachers. This is not to say, however, that the methods used to assess a student's progress in learning are satisfactory. Far too often, evaluation simply means grading, or determining whether or not a "passing" standard has been reached. In short, what we have suggested should be a secondary and subordinate purpose — that of sorting and elimination — is often the only one that is served. In both the community colleges and universities of Manitoba, there is need for a thoroughgoing review of evaluation methods in which students themselves help to define objectives and develop evaluative criteria. The chief goal of evaluation is to aid learning and help in self-evaluation may be the best route to this end. Improvement in academic guidance and counselling is also required. Evaluation systems that seek primarily to help rather than to judge do not lead to lower standards. In many fields of study, at both college and university, systems of assessment that make progress contingent on mastery of successive stages, and that provide guides to this mastery, are far more rigorous than a final examination that defines 50% or 60% retention as adequate. The Task Force therefore recommends *that the universities and community colleges review their methods of student evaluation to ensure that the evaluation has as its primary goal the improvement of the student's learning.*

EVALUATION OF TEACHING

The primary purpose of teaching is to help students learn. The evaluation of a course at the post-secondary level must therefore be an assessment of how well students who want to learn are able to grasp the material presented. In this perspective it is evident that the students themselves must make a crucial input into the evaluation. The process will at best be an interactive one with both groups looking for better ways to confront learning problems.

A first step is sharing an understanding of the objectives of the course. Attention should then turn to the methods for reaching them. Evaluation should be the feedback that points up changes needed in organizing and presenting materials, in setting problems, in providing opportunities for related experience so that learning will be most effective. It should indicate to the teacher that he needs help in preparing special teaching aids or advice on alternative teaching methods, and the college or university should be prepared to provide him with this assistance. It may lead to objectives being redefined or to a complete redesign of the course in question. It should be a stimulus to experimentation; it should inspire a new interest in alternative methodologies. Or, it should provide a reinforcement for the methods, the organization, the content and the objectives that are already being used.

In Manitoba as elsewhere there is little attempt to include in the definition of the role of a post-secondary teacher a responsibility for undertaking such evaluative procedures. Indeed, there is little evidence requested or given about teaching commitment or skill when a college instructor or a university professor is appointed. The available documents relate almost exclusively to his mastery of the subject matter he or she will teach. The typical *curriculum vitae* of a university professor lists his degrees, the subjects in which he specializes and his teaching experience in these subjects, the research grants he has received, and the publications he has placed in refereed journals, another attestation of his ability in research. As he continues his career, careful records become available of his progress in research and his contributions to university administration. These are examined and assessed when he is considered for tenure or promotion. He is aided in the continued mastery of his discipline and in his research by the provision of sabbatical leave.

None of this process is questioned by the Task Force. Indeed, we are convinced that instructors in community colleges should be provided with comparable opportunities to increase and sustain their mastery of the subjects they teach, and we recommended in chapter 3, "The Community Colleges" p. 44 that community college teachers be provided with sabbatical leave.

However the procedure is incomplete in that it pays almost no formal attention to teaching. What evidence there is tends to be imprecise and haphazard compared with evidence on the mastery of subject matters. For the community college teacher, some form of teacher education is required either as a condition of initial employment or as a condition of continued employment. The results of this formal instruction are known to college administrators and thus furnish some concrete indication of teaching ability. At the university, no training in pedagogy is required or expected and the sole basis for judging teaching effectiveness is often the "reputation" of a professor amongst his students and his colleagues. The same evidence is also the chief means of evaluating the community college instructor's teaching. This kind of hearsay is not as unreliable as it may seem when it builds up over a period of years but is a far cry from the hard data that attest to the teacher's or professor's other accomplishments.

The effect of this casual approach to quality in teaching is, especially at the university, to convince the professor that his career depends on scholarly achievement and simply a passable performance as a teacher.

THE EVALUATION OF THE TEACHER

Evaluation of teaching is also, at least in part, an evaluation of the teacher. Evaluation badly done can therefore pose a real threat to teachers. Even if it can be convincingly be shown that the process seeks other and more important goals, i.e. the improvement of teaching, fears will not be banished, for the results of evaluation can always be used, and indeed will be used, in making decisions on career advancement.

If teaching evaluation is to be accepted by college teachers and university professors, it is therefore vitally important, first, that it be fair; secondly, that it be linked to support and assistance that can turn an unfavourable evaluation into a favourable one. Fortunately these two conditions must also be present if teaching evaluation is to fulfill its primary purpose, the improvement of teaching and of the student's learning.

Let us deal first with the problem of fairness. Who will do the evaluating, who will receive the evaluation, and how will it be done?

The answer to the first part of the question is not a simple one. We believe that the evaluation by students which we described earlier in this chapter is indispensable, but once the record of this evaluation becomes a factor in determining a teacher's career its quality becomes much more important. Students may not be the best judges of teaching. They may respond to a facile purveyor of superficialities more than to the teacher who conscientiously digs into the tough corners of his subject. They may be swayed by a few opinion leaders who form a judgment on whimsical grounds. They may not know enough of the subject matter being taught to estimate the difficulty in putting it across. Graduates who have been out of university for two or three years frequently have a different perspective on the teaching abilities of their professors than when they were taking their courses. Efforts should therefore be made to include recent graduates of both colleges and universities in the evaluation process.

Not all of these obstacles to equity can be circumvented but the Task Force proposes two safeguards that it believes are important. First, it suggests that no students' evaluations be used in judging a professor's fitness for tenure, reappointment, or promotion until the assessments of at least three separate student groups have been accumulated. Secondly, we suggest that the professor may choose to supplement the evaluation of his teaching by students with that of one or more of his colleagues. We do not propose that assessment by colleagues be mandatory; for some college and university teachers would be made uneasy by their presence in the classroom. Those who doubt the validity of student judgments, however, should be reassured by the possibility that those who share their thorough knowledge of their field and understand the problems of teaching it can share in the assessment.

Who will receive the evaluation? First of all, the teacher himself, for the improvement of his abilities is, we cannot repeat too often, the primary purpose of the evaluation. Secondly, the members of committees on reappointment, tenure, or promotion, responsible for assessing his conscientiousness and effectiveness as a teacher, and then only under the conditions described above. The Task Force does not advocate publicizing in any way the results of evaluations. It is important to distinguish between student course guides developed by students and the formal evaluation we have been describing. No one could or should prevent students from making and publishing their opinions of professors or college instructors but such guides are not much more than an elaborate version of the campus grapevine, to help students pick courses. The evaluation we propose should not be used to label a teacher, as the purpose is to help him change.

How will evaluation be done? The Task Force is aware that all evaluative instruments have their weaknesses. Structured questionnaires, open-ended questions, interviews – all present problems. Once this is said, and once careful preparation and thorough testing have been urged, the fact remains that the instruments with which to evaluate teachers will have many of the same problems of those that the teachers have been using for years to evaluate students. In both instances a great deal may be at stake and in both cases risks can be reduced if it is clearly recognized that the main purpose of evaluation is to permit improvement.

The teacher should be entitled to appeal the evaluation received and the appeal committee should have the power to destroy any evaluation record it deems unfair. The Task Force recommends *that universities and colleges establish systems of teaching evaluation to be carried out by students and, if the teacher being evaluated so desires, by one or more of his colleagues. No student evaluations should be used as elements in reaching a decision on a faculty member's reappointment, tenure, or promotion until the assessments of at least three successive student groups have been accumulated. An appeal committee should be established in each institution to hear faculty's appeals against an unfavourable evaluation.*

LEARNING TO TEACH

If evaluation is to lead to improvement, college instructors and university professors must be aided to become better teachers.

The very fact of making teaching success an important factor in tenure and promotion will make teachers more interested in improving. The Educational Development Fund we are recommending will provide teachers with time and funds to work on redesigning their courses. Should there also be formal requirements for teacher education at the post-secondary level?

TEACHER EDUCATION FOR COLLEGE FACULTY

As we have noted previously in chapter four, many of the community college faculty have had no formal teacher training when appointed. As the colleges deal with students of widely varying ages, backgrounds, abilities, and interests, it is especially important that faculty in these institutions understand how people learn and can use a variety of teaching methods.

Teacher training at this level can be effectively given in in-service courses, linked closely with regular teaching assignments. Courses should emphasize a range of methods in addition to the lecture: discussion groups, independent study, tutorials, television teaching, programmed instruction, field trips, practical vocational instruction. This teacher training should deal with the special problems of teaching adults, the special situation of native people, and the theory and practice of teaching students whose academic experience may be limited. We recommend *that the colleges develop programs of in-service training of teaching personnel, and that budgetary provision be made for this. This training should be given year-round as well as in the summer.*

TEACHER EDUCATION FOR THE UNIVERSITIES

In the Macpherson report on curriculum changes at the University of Toronto it is pointed out that any university that required its professors to take teacher education would encounter difficulties in recruiting and retaining first-rate scholars.[3]

There is no justification, however, for universities failing to make available courses on pedagogy for professors who wish to avail themselves of them. The University of Manitoba is to be congratulated for having created just such a course for its teaching staff.

The motive for professors to avail themselves of courses on teaching methods will undoubtedly come in large measure from evaluations. In addition, it should be made clear university policy that a professor is expected to demonstrate his concern for teaching improvement through attendance at sessions on teaching methods, the redesign of his courses, or some equivalent action. The Task Force therefore recommends that

a) *appropriate voluntary courses in university teaching be made available to all members of the teaching staff of Manitoba universities. The content of these courses should include the same topics as those described for college teachers and in addition should include ways of linking teaching and research.*

b) *guidelines on reappointment, tenure and promotion state that evidence of attention to teaching improvement will be required of all teaching staff.*

At the University of Manitoba especially, but in the other universities as well, graduate students play an increasing role in instruction. They are paid salaries as teaching assistants and laboratory demonstrators that constitute an important source of support for their graduate work. Frequently these teaching assistants are selected more for their promise as researchers than for their potential as teachers and they are given only minimal training for their teaching roles. The Task Force can find no reason for this neglect to continue. It therefore recommends *that all graduate students engaged by the universities as teaching assistants be required to pass a course in teaching methods and that these courses be available on a voluntary basis to any other graduate students.*

CONCLUSION

The Task Force is conscious that in this chapter on learning and teaching it has not recommended specific methods. This is quite intentional, for we have no desire to substitute our judgment for that of those who teach and learn in the universities and colleges, and who may soon be involved in a new regional organization for post-secondary education. We have rather proposed a framework in which improvement in learning and teaching can take place and by which innovations can be fostered.

In conclusion, however, we propose that particular emphasis be placed on the development of modules for independent study. The student who can pace his own learning through carefully designed study materials, combined with opportunities for group discussion, tutorial sessions and evaluation can study at night or in the day-time, in concentrated bursts or regularly-spaced intervals, on a part-time or a full-time basis, on compus or off-campus. As an economical means of providing make-up courses, self-instructional modules have obvious advantages. They can reduce redundancy in teaching, for instead of delivering the same material as parts of three or four lecture courses, students can be referred to a module on the overlapping sections of several subjects.

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[3] Report of the Presidential Advisory Committee on Undergraduate Instruction in the Faculty of Arts and Science, University of Toronto, *Undergraduate Instruction in Arts and Science*, Toronto, University of Toronto Press, 1967, p. 39-40.

We do see advantages in the development of module banks as means of providing great flexibility in post-secondary learning.

RECOMMENDATIONS

The Task Force recommends:

1. a) that each university and community college set aside an Educational Development Fund equal to at least 3% of its annual operating budget. This fund should be used to provide assistance, equipment, and materials needed to mount teaching experiments, to redesign courses, and to sustain and expand successful innovations until they can be incorporated in the regular budget.

b) that each community college and university designate a senior administrative officer, preferably a vice-principal or vice-president, as the person responsible for promoting educational development.

c) that each institution keep under continuous review the problems of integrating and providing equal development for full-time and part-time studies, of providing instruction at times and in ways that permit the effective combination of study and work, of designing courses for external delivery, and of compensating for unevenness in students' educational and social backgrounds. (pp. 78-9)

2. that a Centre for Educational Development be created to provide the system of post-secondary education in Manitoba with:

a) facilities for the production of video-tapes and other audio-visual materials;

b) a consulting service for educational innovation;

c) training programs and seminars for post-secondary teaching staff who wish to master the use of communications hardware and software for educational purposes and to keep abreast of educational change;

d) a library and data centre on educational research and experimentation. (p. 80)

3. that the universities and community colleges review their methods of student evaluation to ensure that the evaluation has as its primary goal the improvement of the student's learning. (p. 80)

4. that universities and colleges establish systems of teaching evaluation to be carried out by students and, if the teacher being evaluated so desires, by one or more of his colleagues. No student evaluations should be used as elements in reaching a decision on a faculty member's reappointment, tenure, or promotion until the assessments of at least three successive student groups have been accumulated. An appeals committee should be established in each institution to hear faculty's appeals against an unfavourable evaluation. (p. 82)

5. that the colleges develop programs of in-service training of teaching personnel, and that budgetary provision be made for this. This training should be given year-round as well as in the summer. (p. 83)

6. that

a) appropriate voluntary courses in university teaching be made available to all members of the teaching staff of Manitoba universities. The content of these courses should include the same topics as those described for college teachers and in addition should include ways of linking teaching and research;

b) guidelines on reappointment, tenure, and promotion state that evidence of attention to teaching improvement will be required of all teaching staff. (p. 83)

7. that all graduate students engaged by the universities as teaching assistants be required to pass a course in teaching methods and that these courses be available on a voluntary basis to any other graduate students. (p. 83)

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6

The Relationship Between Secondary and Post-Secondary Education

THE INFLUENCE OF UNIVERSITIES AND COLLEGES ON SECONDARY CURRICULA

Even after it was realized that secondary schools should and could provide forms of education valuable in themselves and not merely as preparation for higher studies, the university continued to exercise an inordinate influence on what was being offered, what was being taught, and on the evaluation of what was learned in the high schools of the province. A good deal of the influence permeated the system through the aspirations of parents and students and not directly as a result of overt pressure from the university.

Accordingly, large numbers of young people as early as the age of fifteen channeled themselves into "matriculation" or "university entrance" courses not because these courses particularly suited their needs but because they were afraid of cutting themselves off from the possibility of entrance to university faculties three years later, or they wanted to "get into good classes" at high school, or because the smaller high schools especially in rural areas could not, with their low enrolment, inadequate facilities, and insufficient staff, provide anything but one course, and that one seemed inevitably to be the "matriculation" or "university entrance" course.

The appearance of the community colleges did not seem noticeably to change the situation except to provide an alternative for those few students who chose not to enter university entrance courses.

Until the elimination of the Grade XII examinations and with them the High School Examinations Board, another powerful university influence on secondary education came from these examinations which instead of providing an evaluation of the learning taking place in the high schools acted as a screening device for the universities. University professors sat on the Board and helped to form the kinds of examinations high school graduands had to write. Since the kinds of examinations determine the kinds of programs, the effect of the high school university entrance types of examinations cannot be overestimated.

In spite of the fact that only a small proportion of high school graduates actually went on to the universities the prerequisites for entrance into various faculties at the universities also played an important part in determining what the high schools offered their students. When Latin, for example, ceased to be a requirement for entrance into law and medicine it gradually vanished from the high schools. French, in spite of the tremendous drive to keep it alive, is losing place in the secondary schools since most of the faculties of the three universities no longer require a second language for admission.

University professors and more recently representatives from the community colleges sit on Department of Education curriculum committees at the secondary level and inevitably exercise a good deal of influence on the planning and acceptance of new courses and the revision of old. They have also been well represented on the Curriculum Councils which have during the past five or six years been examining, reporting, and making recommendations regarding the major disciplines as they are being taught from kindergarten to Grade XII.

CHANGING CRITERIA FOR EVALUATING PERFORMANCE IN HIGH SCHOOL

Just as high schools have often geared their programs to what the universities expected, post-secondary institutions have to some extent had to adapt themselves to what the high schools were sending them. Even before the recent scramble for students the universities which had initially been more rigid in their prerequisites than the colleges, were showing adaptability in admission requirements. As the high schools moved towards phasing and credit systems and broke down the rigid barriers between University Entrance and General Courses, the universities accommodated themselves to the new state of affairs and are now accepting students with all kinds of program mixes. Not, it may be said, without loud protests from some quarters.

For many years the universities and colleges accepted without question students recommended by accredited high schools whether or not the candidates had written Departmental examinations in Grade XII. Now with no more centrally set examinations on which to rely, post-secondary institutions have become completely dependent on the judgment of all the sending high schools for those students who go directly from high school to university or college. Within the last five years the high schools have been given a good deal of freedom to set their own standards and to determine the content of what is being taught. At one time university departments could retain the illusion that a student who had "passed" "Matriculation English" or English 300 had roughly the same background of knowledge as any other student who had passed the same course. Now they cannot maintain even the illusion, since English 300 in one high school taught by one teacher may be and often is quite different from the course of the same name taught by another teacher in the same high school. University teachers are coming face to face with the fact that every first year class they meet is diverse in ability, background, and experience in every subject. (We suspect that the diversity was always there, thinly covered with the film of uniformity spread by uniform examinations.)

The situation is made more difficult for the universities by the growing acceptance of education as continuous progress through the years, so that young people are arriving in the post-secondary institutions after thirteen years of schooling at various places along the learning scale. The secondary schools have slowly come to realize that not all people learn at the same rate and with the same efficiency and have adjusted their programs to meet the wide variety of learning rates and levels of efficiency of their students. The universities find themselves in the position of having, they believe, to provide "make up" courses for those who are not quite as far along the road as others.

We believe that a better way of solving this problem is to let the high schools retain students in those subjects which they have not completed and let them go on to take university level courses in those subjects which they have completed. Experimentation in this type of organization is already taking place. We realize that such a proposal means offering university level courses in some high schools in those parts of Manitoba which cannot easily be served by the universities. We also suggest that the regional organization for post-secondary education may well be used by the universities and the colleges to provide for these students. Safeguards would, of course, have to be set up so that the universities can maintain the standards they consider desirable wherever their course offerings are being provided.

A natural development from the changes in program and methods of organization in the public school system has been a radical change in methods of evaluating students' achievement, and – to the dismay of post-secondary institutions – in the methods of recording the evaluations. Secondary schools have developed their own programs; they have also devised their own methods of reporting their students' progress through these programs. Most divisions and frequently most schools within a division have worked out their own plans, so that students recommended by their high schools bring with them what must seem to registrars a bewildering variety of marks, grades, or written comments. School A may report in percentage marks, School B in letter grades, School C in a number code peculiarly its own, and School D in anecdotal form. School A may be grading its students on a single scale. School B, on the other hand, may be phasing its students into streams and gearing its grades to the phases, so that the letter grade A may have widely different connotations from phase to phase and from student to student. A Committee studying the situation at the University of Manitoba remarked that even when the quality of certain high schools in the province is known and recognized so that its grades may be translated into terms intelligible to the university, there is no guarantee that as teaching and administrative staffs change the quality will remain constant and the grades have the same meanings.

Several suggestions have been made for solving this problem. One is to reinstate the provincial examination system. Another is for the universities and colleges to set their own entrance examinations, individually, cooperatively for the province, or on a nation-wide basis. Work is still progressing on the last of these options but with strong reservations concerning the effects of such a system. Experience has proved that university and college entrance examinations of any kind inevitably govern powerfully what is taught in the high schools; passing the entrance examination becomes a matter of prestige, failing it can be disastrous for young people. Employers too tend to use it as a screening for types of employment that bear no relationship to the requirements of the examination. Certainly the English and American experience with university and college entrance examinations has not been encouraging.

A third suggestion that seems to be receiving considerable support is to provide a transitional year in the universities or the colleges, a year in which the institutions might assess the students' ability and background and provide the "make-up" material that is required for specific faculties or departments. This proposal while it may have merit would delay the student's entrance into the labour force, would extend his years at school, and would, of course, increase the costs considerably.

As was pointed out in a brief to the Task Force (G. Davies, Associate Deputy Minister, Colleges and Universities Affairs) a basic weakness of these suggestions is "that they are based on a continuance of the traditional concept that graduation from high school represents the achievement of a specific plateau in learning across the entire spectrum of subjects and that admission into post-secondary education envisages each entrant commencing his post-secondary experiences from a standard minimum level of achievement. While it is reasonable to expect that the students will have an adequate preparation and background at every level of the educational experience before launching into the next level, yet the concept outlined above appears to be in contradiction of certain basic and commonly accepted principles in education, namely that it is a continuing process, and further that the students will proceed through the learning process at individual rates."

Both universities and colleges have often in practice if not always in theory accepted the basic premises noted by Mr. Davies, even as they have protested the necessity. The mature student program, for example, so successfully initiated by the universities, is a natural development of changing entrance requirements. So is the recognition of the validity of part-time study, off-campus study, programs like Focus and IMPACTE, and Brandon University's degree in General Studies. These programs indicate an awareness on the part of post-secondary institutions that learning takes place outside their walls and that it is not always measurable in terms of examinations or marks.

CHANGING APPROACHES TO LEARNING AND TEACHING

Mention has already been made of the effect on post-secondary education of the changing organization of the elementary and secondary schools. Less often mentioned but at least as important has been the effect of new teaching approaches and a general opening up of the schools. Emphasis on questioning, discovery, and discussion has led students to be critical of traditional teaching methods at both levels. The demonstration and the lecture, for example, have come under severe attack both in high schools and in the colleges and universities. Students react unfavourably to the impersonality of large lecture theatres, televised instruction, and, in the important first year, in the larger faculties of the universities to the lack of contact with their teachers.

Similarly the teaching ability is being questioned of post-secondary teachers who undertake their task without any preparation except exposure to their own university teachers. The universities have become sensitive to the criticism and are beginning to recognize the need to give assistance to their teachers. Witness the summer courses for university teachers on a voluntary basis and the winter seminars sponsored by the institutions, as well as prizes and awards for good teaching.

The community college teachers are very much aware of the need for updating teaching methodology on a regular and planned basis and are requesting longer time free of teaching duties for professional development and sabbatical leave during which they may refresh their knowledge of the subjects they teach. Vocational instructors and teachers of the technical subjects and the technologies have been vocal in stressing the necessity for constant contact with new discoveries and theories in their fields. In the graphic arts, for example, procedures that were new only five years ago are obsolescent if not obsolete today.

The Task Force recommends:

a) *that a committee representing the public schools, the universities and colleges, and the community at large (perhaps through the regional organization) be set up to undertake a study of methods of evaluating student achievement at the shifting boundary between secondary and post-secondary education, and that the committee also consider the means by which student evaluations may be recorded and reported.*

b) *that admission to post-secondary institutions be on a subject basis, so that students may progress at their own rate and according to their interests.* In making this recommendation the Task Force is aware that this procedure is already being adopted to some degree, especially at the University of Winnipeg.

c) *that where personnel and facilities meet the standards of the community colleges some technical and vocational courses at the college level be offered in the regional high schools, the courses being open to high school graduates and mature students.*

MOVEMENT FROM SECONDARY TO POST-SECONDARY INSTITUTIONS

Although we foresee a growth in the numbers of people who will return to post-secondary education after an interval of work or will return repeatedly during their working lives and later, the largest numbers of students entering the post-secondary institutions in the immediate future are likely to come directly from the secondary schools as they have in the past.

Movement from secondary to post-secondary institutions is difficult to assess accurately. Figures showing enrolment in educational institutions of the 18 to 24 age group do not give information regarding what seems a trend: the taking of a year or two after high school for travel, introspection, or work experience. A study undertaken by the Task Force research staff of the geographical distribution of homes of university students leaves so many questions unanswered that it gives an indistinct picture. (One reason is that students often give their local rather than their home address and sorting of students by the high schools from which they came became a difficult and unprofitable exercise. Another is that we were able to find out only the proportion of students in university entrance courses in the high schools who went on to the universities; we had no way of knowing how many students chose not to enrol in 00 courses to begin with.) Other studies, such as the Siemens study "The Influence of Selected Family Factors on the Educational and Occupational Aspiration Levels of High School Boys and Girls"[2] are too scattered and their sampling is too small and too narrowly distributed to produce results we would consider reliable.

We must depend then not on definitive and statistically supported analyses of the situation but on what seemed to us to be evident from our observations and our conversations and on such information as was available to us from the institutions, the Departments of Education and Colleges and Universities, and the Universities Grants Commission. There seems to us to be sufficient evidence from all sources to support the following statements:

a) The closer post-secondary facilities are to the high schools the more likely that a substantial proportion of the students will proceed to some kind of post-secondary education following high school graduation.

b) Since the universities and two of the community colleges are in urban centres, it is not surprising that the urban enrolment is greater than the rural.

c) Economic as well as geographical factors contribute to this condition, since rural students, especially those at a considerable distance from a university or community college must make a much larger expenditure to attend than do students within commuting distance. The financial sacrifice is greater even when the students are supported by public agencies such as Manpower.

d) Social factors are probably even more important. The presence of a post-secondary institution in a community encourages attendance because potential students are likely to be familiar with it and to have had some contact with its activities and staff, even if only in the way of a visit during the annual open house. High school guidance counsellors are generally close to the post-secondary institution, know their colleagues there, and think of it in terms of a natural sequence to their own institutions. Young people, especially from remote sections of the province, may be unfamiliar with and therefore fearful of colleges and universities and do not think of attendance there as a natural sequence to their public schooling.

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[2] Siemens, Leonard B. *The Influence of Selected Family Factors on the Educational and Occupational Aspiration Levels of High School Boys and Girls.* Winnipeg, University of Manitoba, Faculty of Agriculture and Home Economics, June, 1965.

e) Women are under-represented in the student bodies of post-secondary institutions, except in those schools, faculties and courses which are traditionally women's sphere: home economics, elementary education, nursing education, social work, dental hygiene, interior design, and such vocational programs as beauty culture and business education. When programs reach graduate levels even those traditionally delegated to women have a preponderance of men, and in several cases the administrative heads (deans of education, home economics, and social work) are men. In arts courses in the last number of years women students equal and occasionally outnumber men.

f) There seems to be conflicting evidence regarding the effect of family income on university attendance. There is some support for the theory that motivation, or lack of it, rather than financial hardship, keeps young people from low income families away from the universities.

g) We know of no conclusive studies, that have been conducted in Manitoba to determine the effect of ethnicity on the numbers of students proceeding directly from high school to post-secondary education. Even a casual examination of lists of graduates over a period of years suggests that each wave of newcomers has successively used the university as a means for achieving upward mobility. The rosters of the professions would probably produce the same impression. The group currently under-represented at the universities and probably over-represented in certain Manpower and upgrading programs at the community colleges is that of the native population. Attempts, noted elsewhere, are being currently made to help in time to overcome this condition. We believe that retention of native students in the public school system might be improved and strengthened if more post-secondary educational opportunities were available close to the homes of their parents, thereby creating in the older generation the motivation that may be passed onto the younger people to continue with their education through and beyond high school.

GUIDANCE AND COUNSELLING SERVICES

The secondary schools have been developing guidance services, one of the functions of which is to help students with career plans. In carrying out this function it is extremely important that guidance counsellors obtain accurate information, as much of it first-hand as possible, about post-secondary educational opportunities. The Task Force makes the following suggestions for improving the understanding young people will have of the post-secondary system.

1. Guidance counsellors in secondary schools particularly in outlying areas should maintain regular contact with the post-secondary institutions in the province; at least once a year they should meet with their colleagues in these institutions to discuss liaison between their respective institutions and they should visit the universities and community colleges at least once every two years to that they may interpret to their students the offerings of the post-secondary institutions.

2. Where actual visits of students to the universities and colleges are not possible, films and television tapes should be made available to the high schools in order to familiarize students with the offerings available to them and with the appearance and facilities of the institutions.

3. From time to time former students of the high schools who are in attendance at or have recently graduated from a university or college should be invited into the high schools to discuss their experiences with high school students.

4. Counsellors and others concerned with advising secondary school students should be fully informed of the financial help available to post-secondary students who must live away from home.

5. Counsellors and others concerned with advising secondary school students should be made fully aware of the opportunities for women students beyond the programs traditionally assigned to them. They should help to guide girls and women into other challenging fields regardless of the sex-stereotyping of many of these programs.

6. Special counselling and tutorial help should be made available for native students who may require it. The Task Force has recommended (chapter 2, "The Universities," p. 25, and chapter 3, "The Community Colleges," p. 15 that special sessions be set up in the post-secondary institutions for those who need them. High

School counsellors should make this known to students and should recommend them for such courses.

At points of change in the system of education, guidance becomes especially important. The Task Force has already stressed the necessity of strengthening guidance services in the colleges and universities. We have commented on the lack of personal, educational, and vocational guidance for those students who enter post-secondary institutions for the first time, whether directly from high school or after an interval of a year or two. The lack is most serious for those students who have left home for the first time; who are entirely unfamiliar with the organization, responsibilities, and demands of a university or college, especially a large, strange one; whose background and experience are for any one of many reasons different from those of the majority of students; who have problems of personal adjustment, housing, finance. The guidance and counselling must offer more than advice about courses or an orientation tour of the campus; it must assist those students who need help in adapting to a new and strange situation.

OVERLAPPING OF SECONDARY/POST-SECONDARY BOUNDARIES

There is already, as has been mentioned above, some overlap of constituencies between secondary and post-secondary education. The following are examples of this overlap:

1. Technical and vocational courses which are similar in nature and at the same level are now being offered in technical-vocational high schools and in community colleges. Graduates of both kinds of institutions are prepared for immediate employment.
2. The University of Winnipeg in the fall of 1972 offered advanced courses for Grade XI students, with the intent of saving them a year in their progress through the arts program at the University. The advanced students were then enrolled in first year arts before the completion of their high school course.
3. Several school divisions in the province, the universities, and the community colleges are now offering courses that could be described as non-credit or avocational or personally enriching.
4. The three universities and the community colleges are using high school teachers to present some of their extension programs and are drawing on high school resources for space and equipment as well.
5. Basic Training for Skills Development courses and other up-grading courses are elementary or secondary in content. They are, however, post-secondary in the sense that they occur during the adult rather than the adolescent phase of the learner's life.

It may well be that an overlapping of jurisdictions is resulting in extra expense. On the other hand, the expense may be justified in that the overlap may be bringing post-secondary education to the learner in a location that is convenient and therefore attractive. For example, courses in the local high schools are likely to attract more candidates than the same courses in a community college a hundred or more miles away, especially for high school graduates who might at home mix study with work and live more cheaply. The Task Force believes that the overlapping of jurisdictions will cease to be a problem when the regional organization coordinates post-secondary learning opportunities across the province.

It does not, moreover, seem reasonable for students to travel to the community colleges to take vocational courses which are substantially the same as those offered at the secondary level in the regional high schools. It seems more reasonable for the courses to be given in the regional high schools to adult students during the regular school day if the space and equipment are available or out of regular school hours when the facilities are already being used close to capacity during the day. It is not inconceivable that in some areas where shift work is usual classes might be held in the high schools almost on a 24 hour basis, closing down only for the necessary repairs and maintenance.

The Task Force therefore recommends *that the community colleges not duplicate courses already being offered in their districts by the technical-vocational high schools.*

ADULTS IN SECONDARY EDUCATION

In order to meet the needs of adult students high schools may find it necessary to reorganize the school year into semesters, trimesters or quarters. The Task Force recommends *that semester reorganization in high schools be undertaken on a regional basis, with consideration being given to the seasonal nature of industries in the regions which are to be reorganized.*

Where high school facilities are to be used by adults provision should be made for the special needs of adult students. It is not unreasonable to expect a minimal form of day care for the children of women students, for example; access should also be available to recreational activities and to space for relaxation between classes and after classes. District post-secondary committees should take into account the library needs of adult students and make sure that library hours are convenient for adult students who may be at work or at school during the hours libraries are normally open.

The Task Force recommends *that when adult students use the high schools provision be made for their special needs by giving them access to books, materials and other services.*

In order to provide increased accessibility to the universities for potential students living in communities beyond easy commuting distance of Winnipeg and Brandon, it may be desirable to establish limited first year university programs in the local or regional high schools. As has been suggested earlier, qualified high school teachers acceptable to the universities could serve in a dual capacity. Programs would have to be approved by the universities and would be accepted as equivalents of first year courses much as Grade XII was considered the equivalent of the first year of university until it was incorporated into the high school program. For these courses fees would be charged on the same basis as for other university courses, with bursaries and loans available as they are now to students enrolled during the day if space is available, others at hours mutually suitable to students, teachers, and the community. Adult and part-time students would be eligible to attend as well as high school students. As with other extension courses of the universities and community colleges, this first year program might come under the umbrella of the regional organization which would have the responsibility for setting fees and making available bursaries and loans. The Task Force recommends *that a limited first year arts and science program be considered in division or regional high schools which are located well beyond commuting distance from university campuses.*

The matter of prerequisites has already been discussed as a factor affecting the choice and the offerings of post-secondary programs. Students are often required to make decisions regarding high school courses at the age of 12 or 14 or 15. Those decisions may determine their future academic and occasionally their vocational careers. Surely no subject should stand as an obstacle to a girl or boy who wants to go on to studies unrelated to the prerequisite. An example is the requirement that students have a minimum of Grade XI mathematics in order to enter certain faculties which do not themselves require this subject once the students are admitted. A trend away from prerequisites is noticeable as shown in mature students' plans, in programs such as New Careers,[5] IMPACTE, and the inner city programs being coordinated in Winnipeg. The Task Force recommends *that, where the subject discipline is not cumulative or required for further study in the program elected by the student, prerequisites for enrolling in it at the post-secondary level be eliminated.*

CONCLUSION

The changing birth rates of the last two decades, the shifts in population from countryside to city, the rising number of elderly people – these and other demographic factors will affect the relations between secondary and post-secondary education in ways difficult to predict; the effects of the proposed regional organization on high schools, especially those outside Winnipeg, will be known only after several years of experience. Close relations between the Commission on Post-Secondary Education and the school system will be essential if mistakes in planning are to be avoided.

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[5] New Careers – Public service employment for the disadvantaged

RECOMMENDATIONS

The Task Force recommends:

1. a) that a committee representing the public schools, the universities and colleges, and the community at large (perhaps through the regional organization) be set up to undertake a study of methods of evaluating student achievement at the shifting boundary between secondary and post-secondary education, and that the committee also consider the means by which student evaluation may be recorded and reported.

b) that admission to post-secondary institutions be on a subject basis, so that students may progress at their own rate and according to their interests.

c) that where personnel and facilities meet the standards of the community colleges some technical and vocational courses at the college level be offered in the regional high schools, the courses being open to high school graduates and mature students. p. 92.

2. that the community colleges not duplicate courses already being offered in their districts by the technical-vocational high schools. p. 94.

3. that semester reorganization in high schools be undertaken on a regional basis, with consideration being given to the seasonal nature of industries in the regions which are to be reorganized. p. 94.

4. that when adult students use the high schools provision be made for their special needs by giving them access to books, materials and other services. p. 95.

5. that a limited first year arts and science program be considered in division or regional high schools which are located well beyond commuting distance from university campuses. p. 95.

6. that, where the subject discipline is not cumulative or required for further study in the program elected by the student, prerequisites for enrolling in it at the post-secondary level be eliminated. p. 95.

7

Participation, Accountability and Governance

INTRODUCTION

The Task Force has recognized from the very outset the fundamental principle that post-secondary educational institutions must respond to the community they serve. In the past when only the social elite benefitted and shouldered the costs of education through their fees and gifts, the justification for public participation could not be claimed in the same way. Today, however, when most of the costs of post-secondary education are financed from the public purse the need for a public voice in setting the priorities and policies of the system becomes vital.

In addition, the nature of these institutions demands that public participation be ensured. The universities and colleges both select what one generation passes on to another and identify the aspects of knowledge that will be expanded. Their influence on the quality of life requires that there be a close association between the community and these institutions if they are to respond adequately to genuine public needs. We do not suggest that the universities and colleges have no autonomy and be subject to every public whim. This would prevent the establishment of critical institutions. What we are proposing is that the channel for public expression be such that the universities and colleges in setting priorities and policies be significantly influenced by the needs of the society.

Post-secondary institutions provide both skill training and the general education of citizens for the roles they are called upon to play in the society. They must assist the community in defining and redefining goals and horizons, critically evaluating needs, and educating individuals to meet these needs. They should assist groups within the society and the society at large to articulate and remedy problems they feel but often cannot express. And they must in the end be ready and willing to explain their stewardship to the society at large both in terms of the policies they pursue and the ways in which they handle the resources given to them by the community.

On another dimension, yet an integral part of this discussion, is the issue of internal accountability. The need for governing bodies, administrative personnel and agencies, staff and students to be responsible to each other and to the institutional community is a vital one. At the universities and colleges the Task Force was confronted on many occasions with dissatisfaction over alleged lack of responsiveness by individuals or groups in positions of authority to the rest of the members of the institutions. Decisions, it was claimed, were made without the participation of those affected. Sometimes, as in the universities, formal decision-making mechanisms existed but their inner workings were obscured.

One group which did not collectively present its views to the Task Force and has not put pressure on boards or senates for representation is the support staff. Perhaps this is because many support staff are concerned chiefly with their own aspect of the institution's affairs, i.e. accounting, athletics, physical plant or library, and feel that their salaries and working conditions are best worked out through staff associations or trade unions which negotiate with the governing bodies.

The Task Force nevertheless feels that the views of support staff should have some direct channel of expression on senates and boards, as they have unique knowledge and experience. We therefore suggest that each college and university invite the election of one support staff representative to its board. Universities might also propose that a staff representative be elected to senate.

In approaching the question of internal accountability the Task Force was fully conscious that no mechanisms, however precisely their operations and functions are laid out, can guarantee accountability. There must exist a willingness on the part of those involved to make it a reality through cooperation. The general principle of openness provides a strong foundation on which to build a fully responsive structure, and therefore in our recommendations we emphasize this principle at all levels.

We have not attempted to outline the details of powers and modes of operation for the various groups. We have attempted merely to lay down basic outlines and principles for determining accountability within the post-secondary institutions of Manitoba.

SECTION I **The Universities**

STRUCTURES

At present the universities in Manitoba operate under two different provincial Acts. There is a *University of Manitoba Act* spelling out in detail the functions and powers of the various bodies within the institution, and any changes require full legislative approval. Changes are at present being contemplated in the Act. The Task Force is aware of the recommendations made by the Joint Board-Senate Committee on University Government of the University of Manitoba and have taken them into consideration in the writing of this section.

The other two universities, however, operate under *The Universities Establishment Act*. This Act is a general one, providing for the establishment of universities and assigning to the Lieutenant-Governor-in-Council the right to outline the composition and powers of various bodies and to determine the qualifications of their membership.

It is anomalous that one university should have powers established by Act and the others by Order-in-Council. The Task Force recommends *that the University of Winnipeg and Brandon University be given a legislative base similar to that of the University of Manitoba.*

At all the universities central decision-making rests in the hands of two principal bodies: a board of governors and a senate. The board's powers lie primarily in financial areas,[1] while the senate generally handles the academic issues, although these may have financial implications. The majority of the board is appointed by the Lieutenant-Governor-in-Council, with the remaining members drawn from a variety of sources depending on the institution.

In addition to these two bodies there has been established at the University of Manitoba a University and Community Council designed to "foster mutual understanding between the university and the general public". With a maximum membership of about one hundred the Council represents a pot-pourri of elements both within and without the university: some board and senate members, students, alumni, the general public, senior administrators, and friends of the University. By almost unanimous agreement of those knowledgeable about its operations the Council has not performed well. This, it seems clear, stems from the fact that it was given neither power nor resources and has not been able to find a significant role for itself in university affairs.

PROBLEM AREAS

In examining the powers, composition, and operations of the various university governing bodies we were struck by certain issues. We have in discussing these issues emphasized the University of Manitoba because it was from the students and faculty at this university that we heard most about university government.

1. The division of powers between senate and board is based on an academic-financial dichotomy. Neither in actual practice nor indeed in the present University of Manitoba Act is such a distinction sharp and clear. Major financial decisions have a significant effect on the academic sphere; most academic decisions have a substantial financial impact. The problems this distinction creates are nowhere more vividly illustrated than in the question of budget preparation. The board in conjunction with the administration now formulates and makes final decisions about the budget, yet the bases for these decisions are for the most part academic ones.
2. There are three almost independent levels

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[1] The University of Manitoba Act, although it does spell out certain specific powers of the board, grants to it under section 16 (r) the general and sweeping power to "at all times exercise in the name of, and on behalf of, the university and as the Act and deed of the university, any or all the powers, authorities, and privileges, by this Act or any other Act conferred on the university as a body corporate and politic.

of decision-making for the universities: the provincial government, an intermediary body, and the senate and board of each institution, with little co-ordination between them or full consciousness of the basis on which each makes decisions. It is imperative that linkages be created between all these levels to provide a rational, co-ordinated pattern of policy formation for post-secondary education in the province.

3. Both the size and the composition of senates affect their ability to make within a reasonable time decisions acceptable to the university community. Senate must be accepted as the voice of the academic community, and not be seen as dominated by administrators.

THE BOARD

Much of the current dissatisfaction with the boards, particularly at the University of Manitoba, questions their effectiveness and representativeness.

Government appointees to the board are usually active in other areas of public or private life and consequently have a limited time to spend on university affairs. Many have little knowledge of the day-to-day operations of the institution and are not in a position to assess adequately the many detailed academic and financial issues placed before them by the senate and administration. With the best of intentions they are at a disadvantage in attempting to balance the authority of senate and administration. As a result, not all the public representatives on the board have been able to make as significant a contribution to policy formulation as they should.

Public boards, however, play a useful role in improving and strengthening community links with the universities and help ensure that the universities are aware of and responsive to the needs of the larger society. The Task Force recommends *that Manitoba universities retain their bicameral governing structures.*

In order to be more effective and in recognition of the limited time available to the public representatives, the board's best contribution can be made in general financial policy and as a spokesman for the public interest. One way in which the board's effectiveness in these roles can be achieved will be to give it representation on the proposed Universities Division of the Commission on Post-Secondary Education (see chapter 8, "The Organization of the Post-Secondary System," p. 121).

The Task Force recommends *that one member of the board of each university be named to the Universities Division of the Commission on Post-Secondary Education.*

We believe that the boards and the Commission, although each has different functions, should work closely together to ensure that the institutions respond and are accountable to the public. It is necessary therefore that the information available to the boards should come both from within and without the institutions and we believe the best agency to assist them in rounding out the information provided by the senate and administration is the Universities Division. If, for example, a university were faced with a decision on whether a particular faculty should expand because of public need or demand, university opinion might be divided, with the faculty in question expressing reluctance to grow larger. The board member who also sat on the Universities Division would bring to the debate the Commission's concern for and information about the entire post-secondary system, thereby assisting the university in coming forward with a well-balanced judgment.

Historically, public representation on the boards has not represented a sufficiently wide cross-section of the Manitoba public. Although broader representation has been achieved over the last few years, the orientation of the boards has traditionally been weighted towards certain commercial and professional groups. Women and minority groups have been underrepresented.

The answer to the problem of broad representation should not be to create a quota system based on ethnic, geographic, or social criteria. Instead, the Minister in making appointments should be aware of the need for wider representation and should attempt to bring about a more equitable balance. The Task Force recommends *that before appointing public members to the boards of the universities, the Minister of Post-Secondary Education consult widely among representative groups and advertise for nominations from the public.* Since the University of Manitoba is the university with the professional and graduate schools, care should be taken to include significant representation on its board from outside Metropolitan Winnipeg.

Ten members of the board of the University of Winnipeg are now appointed by the United Church of Canada. The historical justification for this special representation has disappeared as public funding has replaced private support.

The university's site, however, is still owned by the United Church. The Task Force therefore recommends *that all but two of the University of Winnipeg board members now named by the United Church be named by the Minister of Post-Secondary Education.*

THE SENATE

As previously indicated, it is our conviction that the major focus for academic policy making in a university should be the senate. It should be composed largely of faculty and students, with representation from the board in the interests of co-ordination. The major business of the university is teaching and research; we believe the principle to be correct that those most involved in the process are the people best suited to define academic policies and priorities. In order to be critical and constructive the university must be guaranteed a significant degree of autonomy to pursue directions as it sees fit, subject, as we have emphasized before, to appropriate public participation in decisions. We therefore see the senate as the major legislative body and the board and, at a different level, the Commission providing a full expression of the public viewpoint.

Every effort should be made to keep the senate as small as possible. Although the size of the senate varies among the University of Manitoba and the two smaller universities, the trend seems to be toward increasing the size of the body in an effort to satisfy the demands of various student, faculty, administrative, and alumni constituencies. The senates of the University of Winnipeg and Brandon University are as large as is desirable and that of the University of Manitoba, consisting of more than one hundred members, is too large. This we believe is part of the reason for the charges that this last named body takes an inordinate length of time in reaching decisions. Large senates become so cumbersome that real policy-making can well fall by default into the hands of senate executives and administration. To carry out adequately this major legislative role committees will have to do much of the work. These committees should have the right to recruit additional membership outside the senate with the understanding that final approval for any decisions taken would have to be made by the senate as a whole. The Task Force recommends *that the senate of the University of Manitoba be reduced to a maximum of sixty members and that those of the University of Winnipeg and Brandon University not be increased in number.*

The University of Manitoba Act now specifies that all vice-presidents, deans, directors of schools, heads of colleges, and vice-deans of arts and science be members of the senate. At the other universities, department heads or chairmen as semi-administrative officers are also given *ex officio* status on the senate.

It is important that vice-presidents, deans, and other administrative officers help to formulate policy. They are sources of valuable information and experience. But there is no reason why they should be guaranteed through *ex officio* senate membership a double input, first in faculties, committees, and meetings of administrators where proposals going to senate are prepared, and secondly on senate itself. Should faculty members wish to *elect* administrative officers to senate, however, they should be free to do so.

The Task Force recommends *that the president be the only full-time administrator given the right to sit on the senate ex officio.*

STUDENTS AND SENATE

The debate over student representation on senate has raged since the middle 1960's and it is not our intention to go over this well-trodden ground. We endorse the principle of a substantial student input on both senate and its committees but cannot from any evidence presented to us argue for parity. In retrospect it seems strange that student participation on university senates in Canada was initially resisted. Students have a particular view point, especially on teaching and on courses and programs, that only they themselves can fully express. Few faculty now question the value of the input students make in senate decisions, although the students' knowledge of the university can rarely be as detailed and thorough as that of experienced faculty members, and their attendance, particularly at committee meetings, usually falls at examination time. Such factors may limit the impact of student senators but they in no way invalidate the concept of student participation. We congratulate the University of Manitoba on providing a more substantial student representation on senate and recommend *that a reduction in the size of senate at the University of Manitoba not affect the proportion of students on that body.*

BOARD AND SENATE — GENERAL RELATIONSHIP AND BUDGET PREPARATION

Because of the scope of the issue of university government we have not attempted to define the precise limits of the powers of each body. The present division of powers is not entirely satisfactory. The Task Force therefore recommends:

a) *that the University of Manitoba Act be amended to provide a clearer statement of the division of powers between senate and board;*

b) *that the new legislative base for the University of Winnipeg and Brandon University include comparable statements.*

The Task Force recommends *that the principles enunciated in these statements be:*

a) *that the board be responsible for final decisions on financial matters but that senate have full access to budgetary information and an opportunity to express itself on the academic implications of the budget before it is approved;*

b) *that the board be responsible for ensuring that the viewpoint of the lay public be expressed in making university decisions;*

c) *that the senate be the final arbiter on academic questions, subject to the board's final jurisdiction over finance.*

Formal mechanisms, important though they are, cannot by themselves ensure the development of the kind of relationship between board and senate which makes cooperation possible. The establishment of joint committees of both bodies in areas of possible disagreement would provide a useful forum for discussion and joint action. The Task Force recommends *that a permanent senate-board liaison committee be established to reconcile differences between the two governing bodies as they arise. It should deal with specialized problems by striking subcommittees.*

The Task Force further recommends *that a special joint committee review the budget before the document is passed on first to the senate for its comments and then to the board for approval.*

At the initial stages of budget preparation each university administration would take account of the plans for the system developed after consultation between the universities and the Commission on Post-Secondary Education. Plans established by the university's own planning bodies would also be available. The most important of these planning bodies will undoubtedly be a Senate Planning Committee (or Board) with strong representation from the academic staff. Plans should include an adjustable multi-year budgetary projection and a more precise statement of the changes to be implemented through the next year's budget.

Within this framework, the budget would be drawn up and then submitted in detail to the joint committee on budgetary review. This committee should be authorized to call any university officers before it to explain budget items and should be prepared to hear comments and criticism from any part of the university. Adjustments would be made in the budget draft as the implications of constraints and plans for each part of the university became fully understood. The committee's commentary would accompany the presentation of the budget to the governing bodies. Gradually, the committee on budgetary review could be expected to develop great expertise in university finances and to command the respect of senators and governors alike. In this way the budget would receive at all its major stages involvement by both the senate, representing the concerns of faculty and students, and the board, representing the public.

THE UNIVERSITY AND COMMUNITY COUNCIL

The University and Community Council has not played a significant role in the operation of the University of Manitoba, largely because originally its role was not clearly defined; it has neither power nor resources.

It was established in the climate created by the Duff-Berdahl Report on University Government, in which a recommendation had been made for the establishment of a large university court with membership drawn from the board, the senate, the alumni association, and a list of community groups, which would meet once or twice a year to discuss matters of general interest and make resolutions concerning any university topics it deemed appropriate. As envisaged it was not, however, to have real authority but was expected through its deliberations and resolutions to influence university policies.

Although critical of the performance of the University and Community Council, we are convinced of the need for some forum through which the larger community can bring pressures to bear on the direction and programs of the universities. If a university is to be an effective critic of society, and we believe it should, then there should exist means by which it can keep in touch with the community. Furthermore, the community at large should be able through some formal mechanism to be a critic of the university not merely because it pays the piper but also because of the central role which the university plays in the life of the community. Part of the charge levelled against the university that it is a middle-class institution serving middle-class needs is indeed valid. Admissions policies generally are geared towards those who have managed to benefit most from the educational system; research tends to be oriented towards professional groups; and the general services provided for the community are for the most part directed to the alumni. Issues reflecting the needs of the poor, underprivileged, native groups and immigrants are scarcely attended to or discussed.

The Task Force recommends *that the University and Community Council of the University of Manitoba be replaced by an annual conference organized by the Universities Division of the Commission on Post-Secondary Education.* Such a conference would provide wide public expression with respect to the operation and direction of universities. The proceedings or a report of the conference should be published. With adequate publicity such a conference could stimulate widespread discussion throughout the province on the relationship between the universities and the public at large and assist the Commission and the universities, including their boards, to establish priorities for the ensuing year. Such a conference cannot guarantee effective public involvement but could be a step forward in filling a gap in the area of public accountability.

The proposed annual conference can only involve the public with university education as a whole. For each individual university the board must constitute the chief means by which community participation takes place. The Task Force believes that the combination of real authority and broad representation that should characterize university boards is a better answer to the problem of public involvement than a larger, more amorphous Council lacking effective power.

OPENNESS

We endorse fully the principle of openness at all levels of the university unless there is strong reason for confidentiality. In recent years universities have been moving away from a position of secrecy in decision making. We wish to encourage this trend. All meetings of governing bodies and other committees should be open to the university community, the press and the public at large except on those occasions when it is explicitly stated that confidentiality is important. We recognize that on certain issues it would be unwise to publicize the proceedings but, except in limited instances, accountability demands that there be openness.

Openness should operate at all levels of the university from the board and senate to individuals. Establishing this principle helps to foster an atmosphere of understanding and co-operation vital to the objectives of an institution as large and complex as the university. Secrecy breeds mistrust. Even more important, openness greatly assists in guaranteeing freedom from arbitrariness and forces those in positions of authority to create logical guidelines for the policies they pursue. We believe that without openness there can be no real accountability.

The principle of openness involves not merely permitting individuals to attend meetings but attempting as much as possible to inform the university community and other interested persons of the times and places of these meetings and publishing wherever possible decisions taken. Because quite often committees are forced to meet at a moment's notice and because there may be limitations of space, all the interested parties may not be able to be present at the deliberations of committees. But even at the department level through bulletins on general notice boards, information can be made available about important meetings. In this regard the individual has an obligation to seek out information for himself rather than always to depend on its being brought to him.

ACCOUNTABILITY — PARTICIPATION AT THE DEPARTMENT LEVEL

Although in the last few years a great deal has been said and done about participation by students and staff on senate and board, too little has been said and done about participation at the departmental levels. And yet some of the most important academic decisions are made by departments and the impact of student opinion may be greatest at this level. In many departments power is vested in the head, sometimes along with certain senior staff, while students and junior faculty have little voice in making high-level decisions.

Department councils and committees, like the central governing bodies, should involve their entire constituency in policy development. On questions of hiring and dismissals, promotions, merit increases, curriculum changes, etc., there should be active committees within each department responsible for defining policy. These may include some students, especially senior undergraduates and graduates. The department head would then become a chairman, administering the department but not making policy by himself.

In keeping with our concern about public accountability in the universities, it seems to us that the "window to the world" concept should be applicable also at the faculty and departmental levels. Although we have no specific recommendations, we believe that departments, faculties, and schools should wherever possible attempt to utilize the talents of individuals outside the institutions, especially in developing new programs or courses or in defining department philosophy and aims.

The complexity of the modern university and the decentralized nature of certain aspects of decision-making make such an approach important. If departments are critics of society in their own special area, then the society should be in a position to criticize and make suggestions at all the levels where academic and/or financial decisions are made.

* * *

The modifications in university governance we have proposed should not be difficult to make but their effect could be considerable. The balance of power between senate and board would be changed in several ways: senates would be able to exert a larger influence on budgetary policy; the boards' role would be enlarged through their connection with the Universities Division and by their increased ability to represent public opinion on university affairs. Contacts between senates and boards should become closer through the use of joint committees. Both community involvement and administrative accountability would be augmented by more openness in the conduct of university affairs.

SECTION II **The Community Colleges**

POLICY MAKING AND ADVISORY BODIES

Governance for community colleges is a much more complex issue than for the universities. The colleges have had little tradition of internal government; policy-making has from the outset been vested in the Department of Universities and Colleges. There is consequently little to build upon in attempting to devise an appropriate set of mechanisms to ensure accountability. There exists, however, at various levels a number of bodies, all of an advisory nature, which are supposed to assist the Minister and administrative officials in the making of general policy.

At the top there has been a Community College Council, composed of students, staff, public, and Department representatives. Its main purpose is to advise the Minister in all questions pertaining to programs and educational development within the system. It was also intended to act as a local board for Red River. The two smaller colleges, Keewatin and Assiniboine, were each also given a local board to handle purely regional problems. Although originally these boards were intended to advise the Minister, they were later reorganized in such a way that their recommendations had to be filtered through the Community College Council. This was to be done through their respective chairmen who were given seats on the Council.

In addition, provision was made for an advisory committee to the principal or director of each college. Its membership was to include administration, faculty, support staff, and students. Such committees were formed at Red River and Assiniboine.

Course advisory committees were set up in various ways to assist the instructors and administrators to modify their programs in keeping with the rapidly changing conditions in industry and the community at large. Appointments to the majority of these committees were made by the Minister of Colleges and Universities Affairs on the advice of the colleges and included representatives from appropriate professional or trade groups and in some instances teaching staff, students, and alumni. Major recommendations from these committees were sent to the Minister through the principal or director but on minor questions the college itself could make necessary changes. In the designated trades the pattern was different. The advisory function was handled by the general trade advisory groups set up by and responsible to the Minister of Labour. Union and management appointees in equal numbers, a representative from the community college, and the Director of Apprenticeship Programs, acting as chairman, constitute the membership of these committees.

WEAKNESSES OF THE ADVISORY SYSTEM

The structure outlined above has not worked as a means of producing an orderly and effective system of government within the colleges. Nearly all these boards and committees have ground to a halt: the Council has not met since it was convened to meet the Task Force in mid-1972; the Keewatin and Assiniboine advisory boards have fallen into disuse partly because the parent body, the Council, has not been functioning; most of the existing advisory committees for the non-designated trades meet very irregularly.

The Community College Council is advisory to the Minister but has not been given clear terms of reference. It has also lacked full access to the kind of information – on the budget for example – on which it could properly give advice. Without established terms of reference, without some clear definition of its role, and without proper feedback from the Department of Colleges and Universities Affairs, the Council could hardly function efficiently. An added problem for the Council was the extra responsibility given to it of acting as a local board for Red River. It is difficult to conceive of it handling its overall role in the system while at the same time adequately attending to the problems of a college the size of Red River.

Although the concept of advisory course committees is excellent, and some of these committees have done very good work, the general structure under which they operate leaves much to be desired. The present requirement, that all appointments to the advisory committees for the non-designated trades be made by the Minister of Colleges and Universities Affairs, causes in too many instances undue delay in the operations of the committees. Furthermore, no specified terms are laid down for individuals serving on these committees nor is there provision for removing members who do not participate. In terms of the actual work of the committees the path from recommendations to implementation, through the senior administrators and the Department of Colleges and Universities Affairs and back again, is often frustrating.

Even when the system was working, the local boards at Keewatin and Assiniboine were placed in an untenable position. They were forced to direct issues of local concern through the Council via their chairmen. The process became unduly slow and the Council, already overburdened by other problems, was unable to deal with the issues presented to it by the boards. Recently this structure has become completely inactive and therefore has been replaced by direct relations between the principals of the colleges and the Department of Colleges and Universities Affairs.

The central role played by Manpower has played a part in weakening the role of the various advisory boards. Manpower programs are usually initiated by federal departments and the provincial Department of Colleges and Universities Affairs responds to these offers by putting on the programs at the colleges. This leaves the boards outside the actual negotiating process, especially at Keewatin and Assiniboine which are dominated by these programs. Although the boards are designed as the chief advisory group at Assiniboine and Keewatin, the present Manpower domination makes their role quite marginal to the operation of the institutions.

It seemed clear to us after examining the structures and operations of these committees and after conversations with various groups within the colleges that the present governing structure is inadequate to provide a proper system of governance within these institutions. The plethora of committees seemed to have been established without a coherent pattern of relationships between them and, most significantly, without any clear statement of powers and functions.

PROPOSAL FOR CHANGE

In approaching the problem of governing structures for the colleges, the Task Force does not believe that it can in a precise form give a blueprint for these structures. Much of this will have to evolve with time and develop as the colleges mature and find a distinctive mission.

In examing an appropriate structure for the colleges the Task Force was conscious of the significant differences between Red River and the other two colleges. Red River is primarily a school of technology with a diversified program of studies while both Assiniboine and Keewatin are, and it appears that for the foreseeable future will remain, largely vocational training centres dependent on external sources for their financing. Therefore, although we are proposing one basic governing structure for all the colleges we are conscious that in their operations Red River on one hand and Assiniboine and Keewatin on the other will differ significantly.

We also recognize that there will be a period of transition in which the boards will face problems of adjustment to the new roles we are proposing for them. Assistance from the Colleges Division of the Commission of Post-Secondary Education and the Department of Post-Secondary Education will be necessary during this stage of development. (See chapter 8, "Planning for the Post-Secondary System," pp. 116-9.) The base from which this evolution takes place, however, should be firmer than the existing regulations concerning the colleges. The Task Force therefore recommends *that a Community Colleges Act be passed to place the colleges on a statutory basis.* The Act should describe the internal governance of the colleges, according to the recommendations made in this chapter.

The Task Force recommends *that there be a governing board at each college, consisting of no more than 20 members at Red River and about fourteen at each of the other two colleges.* We recommend *that the composition of the boards be as follows:*

a) *an approximately equal representation from community people, appointed by the Minister of Post-Secondary Education, and of students and staff, elected from within the college.*
b) *the Deputy Minister (or his designate) and the principal of the college ex officio.*

The chairman should be elected by the board from among the public representatives. The predominant group in the non-public sector should be the teaching staff.

We are conscious of the difficulties such a group will face, particularly as it places part-time community representatives on the same body as members of the institution. We do not believe in this case, however, that the solution lies in a bicameral system. With the creation of the Commission on Post-Secondary Education, the new demands of regional boards on the colleges, the inevitable involvement of the Department of Post-Secondary Education, either on its own or in conjunction with the Federal Manpower agencies, it is vital to begin this process of governance with an uncomplicated structure.

The structure must be linked to the system as a whole and must be able to draw upon the resources of the Colleges Division. The public members of the board particularly will rely upon the experience of the staff of the Post-Secondary Education Commission to balance the information they receive from members of the college staff. We therefore recommend *that*

a) *the resources of the Colleges Division be made available to the college boards, and*
b) *one public board member be elected from each board to the Colleges Division.*

POWERS OF THE BOARD

The board of the community college would be the policy making body at each institution. Each board would have the responsibility to initiate, modify, or cancel courses of study or core programs subject to the approval of the Colleges Division. By core programs we mean those programs such as the technologies which have been established as permanent features of the institution and not the temporary training courses bought by Federal Manpower, private agencies, or other government departments. The actual definition of core programs or the point at which temporary becomes core is something which the college itself decides. Program development in the core area will be a major concern of the boards.

In the Federal Manpower field and other similar areas where a contractual arrangement exists, the procedure would differ. The actual authority to negotiate with the Department of Manpower rests with the Minister and we envisage this authority continuing. However once agreement has been reached on the extent of the federal contribution, preferably on an annual basis, it would then be up to the boards themselves to negotiate with local Manpower agencies concerning the number and kinds of courses the college is prepared to put on. The same procedure would apply for the designated trade courses, which in fact now are negotiated between the colleges and the Department of Labour through the Apprenticeship Board. There would be no need for the Minister of Post-Secondary Education to be involved in this latter process; the college boards would on their own come to some agreement with the Department of Labour. Similarly with private agencies or the regional districts, there would be a one-to-one relationship between these bodies and the boards.

One of the supposed advantages of the existing centralization of authority in the Department of Colleges and Universities Affairs, particularly in regard to Manpower programs, is that the Minister is in a position to move quickly in response to offers from federal agencies for short-term vocational programs. We sympathize with this view. But the freedom to manoeuvre should not come at the expense of proper planning nor should it be done without proper reference to the other bodies concerned with the development of the system. Manpower courses must become an integral and well-coordinated part of the colleges and not be heaped on as external forces dictate.

Most Manpower courses are negotiated between the province and the federal government well in advance. In a small minority of cases very short-term responses of a few weeks or months are required. These minority cases do not justify the creation of a system controlled by the Department. With our proposal there should not be any significant difference in the ability of the colleges to react to good short-term Manpower courses; it will be to their financial advantage to do so. In addition it will ensure that these courses will be coordinated with the rest of the programs offered by the colleges.

REPRESENTATION

The Task Force recommends *that the length of terms for staff and public representatives on the boards be three years.* The students, however, present a different kind of problem. The longest courses offered are the two-year technologies and these as we have seen are mainly centered at Red River. We would therefore recommend *that the length of terms for student representatives be one year.* There are real disadvantages to such short terms but under the circumstances there is no other reasonable choice except excluding students altogether, a position we do not countenance.

We recommend *that the Minister consult widely among representative groups and advertise for nominations from the public for board members.* We recommend *that Red River Community College, as it serves the whole province, include representation from outside Winnipeg.*

We recognize the the concept of course advisory committees is good but this advisory mechanism must be improved if it is to be effective. We recommend *that where course advisory committees are established, other than for the designated trades, they be appointed by the board of the college and report directly to the board.* Members of these committees should be drawn from the general community and from the representatives of unions and management where appropriate. For those technologies which are already well established graduates of the programs should be represented, and in all cases there should be teaching staff and students on the committees. The boards should establish clear terms of reference for all advisory committees as well as establish definite terms of appointment for members.

The designated trade advisory committees or boards are appointed by the Department of Labour and therefore would not be directly responsible to the college boards. However these committees would continue to act as advisors on courses and programs for these trades, particularly when the Department of Labour is negotiating for course delivery with the college boards.

PROCEDURES

The Colleges Division would in its planning, after general consideration of the annual budget, establish broad guidelines concerning the growth and development of the institution, including its relationship with externally-funded programs. Each board, operating within these guidelines and after some detailed planning of its own, would then be in a position to decide the number and level of courses it wishes to take from the funding agencies. In the case of Federal Manpower programs, the board might well insist that, given the guidelines of the Colleges Division and other factors it has discussed, it does not think it in the best interest of the college to accept more temporary programs in a given area at that particular time. On the other hand, the board might welcome the programs but object to certain of the terms. Negotiation would then take place between the board and the local Manpower Office and include representatives of the Department of Post-Secondary Education which has a definite interest in the negotiations because of its political responsibility in making these overall agreements with the federal government.

The Task Force recommends *that the boards of the colleges have the following functions:*

a) *initiating, modifying or cancelling core programs subject to the approval of the Colleges Division;*

b) *making administrative and academic appointments;*

c) *supervising the work of administrative personnel;*

d) *establishing policy in discipline and hearing appeals;*

e) *negotiating with other institutions for possible joint programs;*

f) *preparing budgets.*

BUDGET PREPARATION

The preparation of an annual asking budget should be the responsibility of the board. A permanent board committee on planning and budget preparation should be established, with the power to add outside members. Once the board received guidelines from the Division and gained reactions on the previous year's budget, it would ask the committee to begin the process of planning and budget preparation for the next year. Although we do expect the Colleges Division to handle a great part of the overall planning for the colleges, we believe that without some systematic planning at the institutional level there cannot be proper system-wide planning.

CONCLUSION

The Task Force is aware that it will take time to bring about the quite considerable changes in the governance of the colleges that we have proposed. The frustrations of delay will be reduced, however, if a policy of openness in discussions leading up to decisions is attempted immediately. Once the new structures are created, open meetings, except when financial transactions or personnel matters are being considered, should be the rule. They will ensure both that the interested public can keep abreast of college affairs and that all parts of the college system are aware of decisions taken and the procedures for arriving at them.

RECOMMENDATIONS

The Task Force recommends:

1. that the University of Winnipeg and Brandon University be given a legislative base similar to that of the University of Manitoba. p. 100

2. that Manitoba universities retain their bicameral governing structures. p. 101

3. that one member of the board of each university be named to the Universities Division of the Commission on Post-Secondary Education. p. 101

4. that before appointing public members to the boards of the universities, the Minister of Post-Secondary Education consult widely among representative groups and advertise for nominations from the public. p. 101

5. that all but two of the University of Winnipeg board members now named by the United Church be named by the Minister of Post-Secondary Education. p. 102

6. that the senate of the University of Manitoba be reduced to a maximum of sixty members and that those of the University of Winnipeg and Brandon University not be increased in number. p. 102

7. that the president be the only full-time administrator given the right to sit on the senate *ex officio*. p. 102

8. that a reduction in the size of senate at the University of Manitoba not affect the proportion of students on that body. p. 102

9. a) that the University of Manitoba Act be amended to provide a clearer statement of the division of powers between senate and board;

b) that the new legislative base for the University of Winnipeg and Brandon University include comparable statements. p. 103

10. that the principles enunciated in these statements be:

a) that the board be responsible for final decisions on financial matters but that senate have full access to budgetary information and an opportunity to express itself on the academic implications of the budget before it is approved;

b) that the board be responsible for ensuring that the viewpoint of the lay public be expressed in making university decisions;

c) that the senate be the final arbiter on academic questions, subject to the board's final jurisdiction over finance. p. 103

11. that a permanent senate-board liaison committee be established to reconcile differences between the two governing bodies as they arise. It should deal with specialized problems by striking sub-committees. p. 103

12. that a special joint committee review the budget before the document is passed on first to the senate for its comments and then to the board for approval. p. 103

13. that the University and Community Council of the University of Manitoba be replaced by an annual conference organized by the Universities Division of the Commission on Post-Secondary Education. p. 104

14. that a Community Colleges Act be passed to place the colleges on a statutory basis. p. 107

15. that there be a governing board at each college, consisting of no more than 20 members at Red River and about fourteen at each of the other two colleges. p. 107

16. that the composition of the boards be as follows:

a) an approximately equal representation from community people, appointed by the Minister of Post-Secondary Education, and of students and staff, elected from within the college;

b) the Deputy Minister (or his designate) and the principal of the college *ex officio*. p. 107

17. that

a) the resources of the Colleges Division be made available to the college boards, and

b) one public board member be elected from each board to the Colleges Division. p. 107

18. that the length of terms for staff and public representatives on the boards be three years. p. 108

19. that the length of terms for student representatives be one year. p. 108

20. that the Minister consult widely among representative groups and advertise for nominations from the public for board members. p. 108

21. that Red River Community College, as it serves the whole province, include representation from outside Winnipeg. p. 108

22. that where course advisory committees are established, other than for the designated trades, they be appointed by the board of the college and report directly to the board. p. 108

23. that the boards of the colleges have the following functions:

a) initiating, modifying or cancelling core programs subject to the approval of the Colleges Division;

b) making administrative and academic appointments;

c) supervising the work of administrative personnel;

d) establishing policy in discipline and hearing appeals.

e) negotiating with other institutions for possible joint programs.

f) preparing budgets. p. 108.

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The Organization of the Post-Secondary Education System

INTRODUCTION

The people who want post-secondary education are of widely varying ages, backgrounds, interests, abilities, and aspirations. To meet the needs of people of such diverse characteristics requires a wide range of programs, services and facilities. Those directly concerned with post-secondary education must have a representative voice in planning, policy, and operating decisions. In addition, those with knowledge and experience must be included in the direction and control of post-secondary education.

There are three main external forces acting on the post-secondary system. One is student demand: the pressure of student demands for services and programs which are offered or may be offered. A second force is manpower needs or employer demands: this acts as a force drawing graduates into employment, thus influencing the balance of programs offered. The third main force is the government, which largely funds the post-secondary system. These three external forces should be suitably recognized on the advisory and decision-making bodies which form the structure for post-secondary education.

The first of the two main internal forces is the inertia or resistance of the system to change due to established structures and traditional ways of doing things. This inertia may be infuriating to some but it does ensure some stability and protection from too quick a response to the more capricious demands of students, employers, and government, as well as the pressures of vested interests in the community. The other main internal force, as Sir Eric Ashby has called it, is the "inner logic" of the system:[1] the sense of the purpose of institutions held by those engaged in their operations.

The Task Force is proposing a structure for the post-secondary educational system to enable it to respond appropriately to these external and internal forces. In addition the Task Force is concerned that the organization and structure allow for:

1. planning and coordination of the total post-secondary education system;
2. the decentralization of participation and decision making;
3. the continued protection of educational institutions from direct political pressure and government interference. This is particularly important for the universities, one of whose major tasks is to be critics of society.

This chapter deals with the issues of decision making, management, and operations within Manitoba's post-secondary education system. First there is the question of which decision areas are properly located in an institution or agency; which are in the central provincial system; and which are to be shared. A further issue is that of the nature of consultative procedures: who consults whom about what? We must therefore identify the component elements needed to plan and direct post-secondary education, the membership of these elements, the procedures by which people gain membership on advisory and decision-making bodies, the procedures by which they prepare and offer their advice and make their decisions, the kinds of advice which must be sought and the decisions that must be made.

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[1] Sir Eric Ashby, on Mass Higher Education. *The Chronical of Higher Education*, October 2, 1972.

SECTION I Components of the System: Their Responsibilities, Roles and Authority

The role of government in post-secondary education is varied. The Minister responsible for post-secondary education will have to work out annually with his cabinet colleagues the amount in the provincial budget to be allotted to post-secondary education, the legislature must approve the budget and any legislation affecting post-secondary education. In addition, the Lieutenant-Governor-in-Council will be required to name people to certain boards or commissions which advise on and administer post-secondary education. The government will want assurance that there are policies, planning, and management procedures so that post-secondary education will improve in quality, will develop to meet changing conditions, will avoid unnecessary or undesirable duplication of effort, and will practice reasonable economies.

We list in this section a number of functions that must be exercised in order to plan and coordinate operations for the system. We are recommending that these functions be the responsibility of, on the one hand, a Minister and Department of Post-Secondary Education and, on the other hand, a public commission. The new commission will replace the present Universities Grants Commission, will take over much of the responsibility for the planning and operations of the community colleges now exercised by the Department of Colleges and Universities Affairs, and will be responsible for developing, supporting, and coordinating a regional decentralization of post-secondary educational services.

We distinguish between the role of the Minister of Post-Secondary Education and that of the provincial Department of Post-Secondary Education. Certain *decisions* will be a Ministerial responsibility, certain *administrative operations* will be carried out by the Department under the supervision of the Deputy Minister and the general direction of the Minister. The Minister is responsible to the electorate and his cabinet colleagues, the Department is clearly responsible to the Minister and the government.

THE MINISTER OF POST-SECONDARY EDUCATION

The Minister of Post-Secondary Education should bear the responsibility for making decisions which are generally seen as political, including those which are the concern of significant numbers of the provincial electorate and those which may affect other government departments and agencies. Therefore, the Minister's duties should include:

1. proposing to Cabinet the total amount of operating funds for post-secondary education;
2. approving the policies of the Student Aid Board;
3. approving, on the recommendation of the Commission on Post-Secondary Education and subject to statutory constraints, the establishing, cancelling, and locating of post-secondary institutions or agencies;
4. approving, on the recommendation of the Commission and subject to statutory constraints, the establishing and coordinating of system-wide services, such as computer services, library services, and environmental protection services;[2]
5. approving major capital projects at post-secondary institutions;
6. approving tuition fee schedules in post-secondary education on the recommendation of the Commission. The two major sources of funding for post-secondary education are the government grant and student tuition fees. The balance between these should be related to the balance between the public benefits of post-secondary education and the private benefits to the individual student. The decision about this balance is a social policy judgment that should properly be made by the government of the province. Also it can be expected that the level of tuition fees will affect the accessibility of post-secondary education to students. Again one would expect the government to assume responsibility for a political decision of this kind. (See chapter 10, "Financing of Universities," pp. 148-52).

THE DEPARTMENT OF POST-SECONDARY EDUCATION

The Department of Post-Secondary Education should have a primarily administrative role. It should carry out those functions which require cooperation with other government departments and with certain agencies in the private sector and which are associated with political decisions. Under the supervision of the Deputy-Minister and the general direction of the Minister we suggest that the Department assume the following tasks:

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[2] Many of these services could be coordinated with the needs of users other than those in the post-secondary system. A government department would be in a better position than the Commission to coordinate these services, considering the needs of other government departments.

1. carrying out studies on student aspirations and demands for programs. The Department should work closely with staff of the Department of Education in assessing the attitudes to post-secondary education expressed by secondary school students;
2. maintaining liaison with the Department of Labour, the Federal Department of Manpower and Immigration, and other relevant sources and thus determining manpower needs of the province (and the nation);
3. making the necessary administrative arrangements for establishing, cancelling, or locating post-secondary institutions or agencies, following approval by the Minister;
4. making the necessary administrative arrangements for coordinating system-wide services, following approval by the Minister;
5. administering a central admission service if deemed desirable by the Commission upon consultation with the post-secondary educational institutions. The Department would not make admission policies but would serve as a convenient central depot where admission requests could be sent and referred to the appropriate institution or agency and the student notified of the action taken on his request;
6. making provision annually for amendments to statutes concerning post-secondary education.

This role for the proposed new Department of Post-Secondary Education will drastically reduce its planning and administrative responsibility for the community colleges. While a small work group will be needed in the Department, most of the present staff should be transferred to the new Commission on Post-Secondary Education. Others could be employed by the community colleges which will need people familiar with planning and administration.

THE COMMISSION ON POST-SECONDARY EDUCATION

The Task Force recommends *that a Commission on Post-Secondary Education be established to act, by statutory authority, as an autonomous intermediary between the government and the post-secondary institutions and agencies, the Commission to exercise its general powers through a Board.*

The Commission on Post-Secondary Education acting on behalf of the people of the province and working closely with the individual institutions and agencies should develop guidelines for post-secondary education in Manitoba. These guidelines should be designed to satisfy the desires of students for particular program places or opportunities and to meet the socio-economic needs of the province for particular kinds and numbers of educated and trained people. The guidelines should also assist the individual institutions to plan their development. The Board of the Commission should assume the following responsibilities:

1. to determine the levels of funding that appear to be required annually for several years into the future. Analyses should also be made of the likely consequences of different levels of funding and the Commission should keep the Minister of Post-Secondary Education advised of the results of these analyses;
2. to allocate and distribute funds to the Universities Division, the Colleges Division, and the Regional Affairs Division based on the requests of these Divisions and on its own assessment of their relative needs;
3. to keep itself informed of the Department's studies on student aspirations and manpower needs and to relate this information to plans for the system;
4. to regulate (approve, disapprove, or modify) proposals by universities, colleges, and regions for establishing, expanding, contracting, or cancelling major programs, services and facilities;
5. to ensure that a system data base or information system capability exists in the post-secondary system so that useful and comparable data from the institutions is available and valid inter-institutional comparisons can be made;
6. to initiate and provide support for or carry out studies on post-secondary education (institutional research studies) that are of general value to the post-secondary system;
7. to analyse and bring forward to the Minister for approval major capital projects proposed by the universities and colleges;
8. to recommend to the Minister, where the Commission has a statutory responsibility, the establishing, locating, and cancelling of post-secondary educational institutions or agencies;
9. to recommend to the Minister the need for coordinated system-wide services such as computer services, library services, and environmental protection services;
10. to propose fee schedules for post-secondary educational programs.

11 to approve a budget for and assist in the work of the External Studies Evaluation Board

12 to prepare an annual report.

We recommend *that the Commission on Post-Secondary Education establish three divisions: a Universities Division, a Colleges Division, and a Regional Affairs Division.*

THE UNIVERSITIES DIVISION

One of the major tasks of the Universities Division will be to assess the financial needs of the universities and express these in a budget, with explanations, for transmittal initially to the Board of the Commission and eventually to the Minister. This will require a close interaction of the members of the Division and staff of the Commission with the boards of governors and staffs of the universities. The Board of the Commission each year must make a recommendation to the Minister for a sum of money to fund the post-secondary system.[3] The component of the total post-secondary budget requested for universities will be markedly influenced by the recommendations of the Universities Division.

A second major task of the Division will be allocating funds among the universities. This decision must be clearly delegated to the Commission to avoid political pressures or the appearance of pressures influencing the allocation. In turn the Commission should clearly delegate this function to its Universities Division whose particular responsibility is to keep itself informed of the needs of the different universities. Although some considerable portion of the grant allocation can be based on objective formulae there will always be a portion requiring judgment because of the very different size and programs of the universities. Division members must hear the arguments of the university concerned, listen to its board and staff, and solicit advice from other concerned and knowledgeable parties such as the Regional Board of the region which includes the university.

A third major task of the Universities Division is to work closely with the universities' planners in producing and maintaining development plans for the universities system and for each of the institutions (See chapter 9, "Planning for Post-Secondary Education," pp. 134-5). The results of this cooperative planning should produce guidelines for future academic program changes and for the consequent requirements for physical facilities and funding. The Division should ensure the general acceptability of the guidelines by the university community. Periodically the Universities Division should sponsor a one or two day conference to assess the guidelines. The Chairman of the Commission could act as chairman of the conference. Those in attendance should include the members of the Division, the Commission staff, and representatives of the universities. The purpose of the conference would be to assess the state of development of the individual universities and the system of universities in the context of the guidelines and to identify emerging problems.

Another major responsibility of the Universities Division is coordinating the development of the universities through the approval of major new programs and projects. The definition of what constitutes programs and projects should be made so that the Division is not required to interfere with operating decisions that the universities should deal with themselves. Requests for approvals will come from individual universities. If they propose a graduate program the request will be referred to the Division's Graduate Programs Committee (See chapter 2, "The Universities," pp. 22-3). If they concern undergraduate studies a much less formal review would suffice. The Division must consider any request not just from the point of view of the individual university but as it meets the needs of the region and the province (and perhaps the nation). It must ask whether the proposing university is the appropriate institution to offer the program and whether it is consistent with the guidelines for the development of universities in Manitoba.

THE COLLEGES DIVISION

The major tasks of the Colleges Division with respect to the colleges will be essentially the same as those of the Universities Division with respect to the universities. The responsibilities of the Colleges Division will be shared with the Department of Post-Secondary Education, particularly in the area of arranging for the provision of Manpower Training Programs.

The Task Force is proposing that the colleges have boards and that the board and staff of a college will have considerable responsibility for the operation of the college. Because college programs and enrolments are more subject to change than those of the universities, the guidelines for the colleges will reflect the wider variety of college functions and will have to be defined in considerable detail. For these reasons the Colleges Division will be required to oversee closely the programs and operations of the colleges. (See chapter 3, "The Community Collegess", and chapter 7, "Participation, Accountability and Governance," Section II)

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[3] If a multi-year rolling budget is adopted, the recommendations may be for sums needed not in the next fiscal year but for some later years.

THE REGIONAL AFFAIRS DIVISION

The Regional Affairs Division of the Commission should approve the major programs to be offered in each region as well as the budget for each region.

The regional organization for the province will have to go through an interim period of several years with one or two pilot regions. Districts and areas may, however, be developed outside the established regions. The interim Regional Affairs Division will act as a regional board for areas and districts in those parts of the province not yet organized as regions as well as exercising its regular powers.

As the regions will be attempting to respond flexibly to the needs of their constituents, it will be difficult for the Regional Affairs Division to plan far ahead. It will thus be necessary for the Division to allow a considerable degree of autonomy to the regional boards and the districts to provide and cancel programs on short notice. (See chapter 4, "The Regional Organization").

THE INDIVIDUAL INSTITUTIONS

We will now consider the responsibilities of individual institutions and agencies where direct interaction with students occurs and where research and other studies are carried on. Spokesmen for universities have maintained that in order for universities to play their proper role there are certain decisions that the university itself must make. The decisions that the university believes it must control are well summarized in the following quotation:[4]

> "Any self-respecting university, no matter how willing it is to be responsive to systematic planning based on the public interest, must retain control in the following areas:
>
> a) the appointment, promotion and tenure of academic and administrative staff
>
> b) selection of students.
>
> c) curriculum content and degree standards
>
> d) the balance between teaching and research (and, one would add, public service)
>
> e) allocation of income among different categories of expenditure."

The Task Force cannot accept without reservation or modification items (b), (d) and (e) for all post-secondary institutions. Considering item (b), "Selection of students", the Task Force believes that the Commission on Post-Secondary Education has responsibility for ensuring that all Manitoba post-secondary students will be admitted to and given reasonable opportunity to profit from some educational program in the post-secondary system.

We believe that individual universities and colleges should set admission requirements for any particular program only after consultation with the concerned elements of the public, including all the institutions in a given sector (i.e. universities sector or colleges sector), where applicable the appropriate professional society or trades council, the high schools, and the Commission. The admission requirements should then be clearly spelled out and appear in the institution's calendar at least twelve months before the admission requirements become effective. The same procedure should be followed before any significant change in admission requirements to the program are made. If the change is a major one affecting program choices in secondary school the notice of admission requirements should be even longer, perhaps two or three years.

Items (d) and (e) are related and will be considered together. A reading of these statements indicates that post-secondary educational institutions should be granted a block sum of money to expend as they see fit. This interpretation suggests that they will be given no direction which they must heed about the objectives to be supported. The Task Force believes that planning and management of the post-secondary educational system must be coordinated to operate effectively and economically. The Commission should play this coordinating role. The Commission, however, should not approve management and operating decisions which can best be taken and should properly be taken by the boards and staffs of the universities, colleges and regions.

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[4] R.O. Berdahl, *Statewide Coordination of Higher Education*, Washington, American Council of Education, 1971, p. 254

The Task Force is aware of the possible conflict between protecting the autonomy of the universities and protecting the interests of the public. The present statute is too general and indiscriminate in the powers given to the Universities Grants Commission to control university operations. Instead of giving to the coordinating body (formerly the U.G.C., now the proposed Universities Division) powers over establishing *or* expanding "any new service, facility or program of studies", as well as the power to withdraw "any service, facility or program of studies" we recommend

a) *that the Universities Division be given jurisdiction over the approval of new programs of studies,*

b) *that the Universities Division be empowered, after full consultation, to require the cancelling or transferring of an academic department, centre, school, faculty, research institute, or graduate program.*

We further recommend *that the authority of the Universities Division and the autonomy of the universities be exercised in the context of agreed upon guidelines defining the development and role of the universities.*

In carrying out their responsibilities the universities, colleges, and regions must have enough autonomy to resist being diverted from their objectives and to serve the needs of their particular constituents. They must be able to withstand short-sighted demands from pressure groups and to sustain their position before the Commission or the Department of Post-Secondary Education. As the universities, colleges, and regions have different objectives and different constituents, the degree of autonomy as well as the extent of interaction with members of the community and advisory program committees will vary between these sectors as described in chapter 7, "Participation, Accountability and Governance".

While the universities and colleges have different roles there are certain responsibilities that, to a greater or lesser degree, are common to both. We are proposing a list of basic functions all of which apply to universities and most of which apply to colleges. In some instances the colleges will share these responsibilities with the Colleges Division or the Department of Post-Secondary Education. With this caveat we propose the following list of functions for the individual universities and colleges.

1. establishing appropriate scholarly studies and learning programs,
2. maintaining an academic, physical, and fiscal plan for the institution consistent with the Commission's guidelines,
3. establishing the internal structure, organization, and procedures for the institution;
4. deciding the allocation of its funds among its academic programs;
5. preparing and proposing budgets,
6. administering its programs in conformity with its approved budget. This includes responsibility for the program content of the institution's offerings, the means of delivery of programs, the requirements for degrees, certificates, or diplomas, and the requirements for admission to programs.[3]
7. maintaining an institutional data base or management information system to meet the unique needs of the institution yet allow valid inter-institutional comparisons.
8. conducting those studies needed to improve the institution's offerings. This will include an ongoing evaluation of its programs as well as liaison with the public to determine any unmet educational needs.

The Regional Boards on behalf of their regions have the responsibility

1. to assist the districts and areas in developing and operating programs;
2. to coordinate program development and program offerings within the region;
3. to prepare a proposed budget for their regions for submission to the Regional Affairs Division;
4. to allocate among the districts and areas within a region the funds obtained from the Regional Affairs Division and other sources.

AN OMBUDSMAN FOR POST-SECONDARY EDUCATION

We recommend *that an Ombudsman for post-secondary education be appointed by the Minister of Post-Secondary Education.* The task of the Ombudsman will be to investigate the complaints of individuals about injustices or inadequacies in the provision of post-secondary education in Manitoba. An example of the kind of complaint an ombudsman might have to deal with would be that of a graduate in arts and science of Brandon University claiming that he is discriminated against in securing admission to a professional school at the University of Manitoba as compared with a graduate in arts and science from the University of Manitoba. It will be the Ombudsman's duty to bring to the attention of the institutions and the Divisions all cases of alleged injustices and his assessment of their validity. The Ombudsman must by right have access to all records in the post-secondary system. He must publish an annual report.

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[3] The colleges will inevitably operate under stricter limitations than the universities, for the content of trades or technology training leading to certification must be consistent with the regulations of such bodies as trades unions, the Department of Labour, and the Department of Manpower and Immigration and be acceptable to employers.

SECTION II **Components of the System: Membership and Interrelationships**

In this section we will describe the composition of the Department of Post-Secondary Education and of the Commission on Post-Secondary Education. We have already identified for universities, colleges and regions the major constituent groups and decision-making bodies (See chapter 7, "Participation, Accountability and Governance," and chapter 4, "The Regional Organization," pp. 59-60).

THE DEPARTMENT OF POST-SECONDARY EDUCATION

The Department will consist of the Minister, the Deputy Minister, and the staff required to discharge the responsibilities of the Department. We envisage that the staff required will be appreciably less than for the present Department of Universities and Colleges Affairs.

THE BOARD OF THE COMMISSION ON POST-SECONDARY EDUCATION

The Task Force recommends *that the Board of the Commission consist of five "public" members who are not members of one of the Divisions or of the university, college, or regional boards, two members from the Universities Division, two members from the Colleges Division, and one from the Regional Affairs Division.* In addition we recommend

a) *that the Chairman of the Commission, who will also be Chairman of the Board, and the Deputy Minister of Post-Secondary Education be statutory members with voting privileges;*

b) *that the Executive-Secretary of the Commission be a statutory member without voting provileges.*

THE UNIVERSITIES DIVISION

The Task Force recommends *that the Universities Division consist of twelve voting members: six "public" members appointed by the Lieutenant-Governor-in-Council and two members appointed by each of the three universities.* We recommend

a) *that of the two university members one be a faculty member and the other, a member of the board;*

b) *that the chancellor, the chairman and vice-chairman of the board, and those with administrative rank of dean or higher be ineligible for appointment;*

c) *that the Chairman and Executive-Secretary of the Commission be non-voting members.*

The term of membership should be long enough for members to gain experience while short enough to provide for new approaches and new ideas; we suggest that four years is suitable. The first members should be appointed for varying periods so that eventually terms are staggered. A Chairman of the Division should be elected by the voting members of the Division from its "public" members, to serve for a term of two years.

The Chairman of the Division, during his period in office, should be a member of the Board of the Commission. In addition, one other member of the Division should be appointed by the Division to the Board for a term of three years.

The Universities Division will communicate with the universities through the presidents and boards of the universities. The Division should receive minutes from and send its minutes to the universities' boards and the Board of the Commission.

THE COLLEGES DIVISION

The Task Force recommends *that the Colleges Division consist of twelve voting members: six "public" members appointed by the Lieutenant-Governor-in-Council and two members appointed by each of the three colleges.* We recommend

a) *that of the two college members one be from the instructional staff and the other a member of the board;*

b) *that the chairman and vice-chairman of the college board and administrative staff be ineligible for appointment;*

c) *that the Chairman and Executive-Secretary of the Commission be non-voting members.*

The term of membership in the Colleges Division should be four years, with the first members appointed for varying periods to stagger the terms. A Chairman of the Division should be elected by the voting members of the Division from among its "public" members for a term of two years.

The Chairman of the Division during his period in office should be a member of the Board of the Commission. In addition one other member of the Division should be appointed by the Division to the Board for a term of three years.

The Colleges Division will communicate with the colleges through the presidents and the boards of the colleges. The Division should receive minutes from and send minutes to the colleges' boards and the Board of the Commission.

THE REGIONAL AFFAIRS DIVISION

The Task Force recommends *that initially while only one or two regions have been established the Lieutenant-Governor-in-Council appoint six members to form an Interim Regional Affairs Division.* The Chairman and Executive Secretary of the Commission should be non-voting members of the Division. The Division should elect one of its members as Chairman who will serve as a member of the Board of the Commission.

During this interim period, the Division will communicate with established regional boards and with extra-regional district and area committees. The Division should receive minutes from and send its minutes to the regional boards and the Board of the Commission.

If the experiences of the pilot regions and interest throughout the province lead to the organization of all six proposed regions we recommend

a) *that each of the six regional boards appoint one member to the Regional Division for a four year term,*

b) *that the Chairman and Executive-Secretary of the Commission be non-voting members of the Division.*

THE COMMISSION STAFF

The Task Force recommends *that there be four functional sections of the Commission to provide information and advice as well as administrative services for the Divisions and the Board: a planning office; an office concerned with the development of instructional programs; an office concerned with support services and facilities; and an office dealing with finance and administration.* The Commission should have a full-time salaried chairman. The Commission staff should include an executive-secretary, a coordinator and one other person for each of the sections. In addition, secretarial and clerical personnel will be needed.

GENERAL

The Task Force urges the government to appoint public members who will be representative of the people of the province and of the range of groups and sectors concerned about post-secondary education.

The Task Force believes that the meetings of the Board of the Commission and of its Divisions should be open to the public except for those few times when sessions must be confidential. Once decisions have been made and Commission minutes have been approved the record of the decisions should be widely circulated.

The Commission should receive minutes from and send its minutes to the regional boards, the university boards, and the college boards. It should, as well, send its minutes to the Minister of Post-Secondary Education. The Chairman should keep himself informed of post-secondary educational concerns and plans in all of Western Canada.

THE NEED FOR LEGISLATION

The implementation of these recommendations will require new legislation. It is probable that at least two new acts would be required: a Post-Secondary Education Act, setting up the proposed Commission on Post-Secondary Education, and a Regional Post-Secondary Education Act, establishing the regional organization. In addition there would be needed a number of amendments to existing legislation, including the rescinding of the Manitoba Universities Grants Commission Act.[9]

ORGANIZATIONAL CHARTS

To summarize the suggestions of the previous pages we are including the following organizational charts.

Chart 1 – Commission Organization p. 123
Chart 2 – Regional Organization p. 124
Chart 2 – General Organization p. 125

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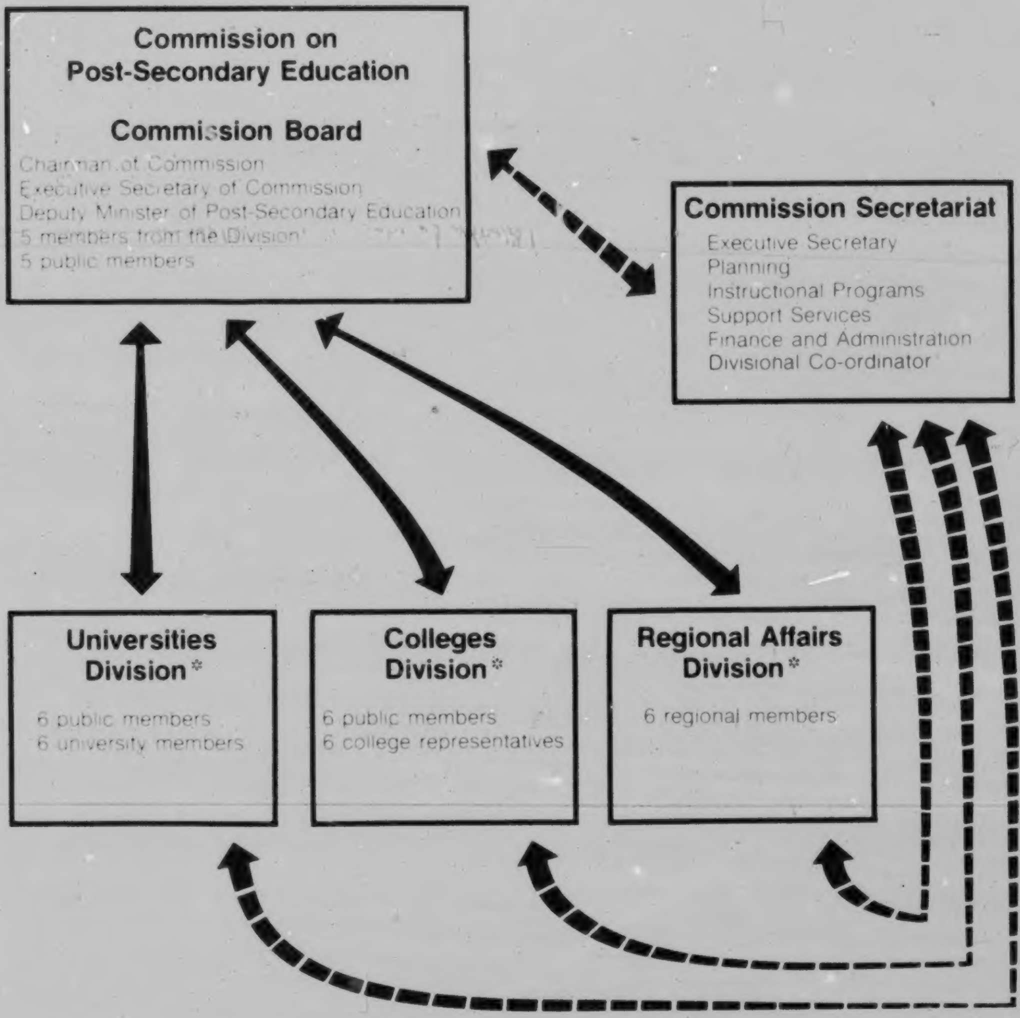
[9] The proposed Department of Post-Secondary Education will have less administrative and planning responsibility than the existing Department of Universities and Colleges Affairs due to the considerable role assigned to the Commission on Post-Secondary Education. A case can therefore be made for the government's reverting to a single Department of Education, with perhaps a branch or division concerned with post-secondary affairs. Should the government make such a decision, our recommendations would not be invalidated. There may be real advantages in providing a single centre for the entire system of education in the province.

Commission Organization
Chart I



Commission on Post-Secondary Education

Commission Board

Chairman of Commission
Executive Secretary of Commission
Deputy Minister of Post-Secondary Education
5 members from the Division*
5 public members

Commission Secretariat

Executive Secretary
Planning
Instructional Programs
Support Services
Finance and Administration
Divisional Co-ordinator

Universities Division*

6 public members
6 university members

Colleges Division*

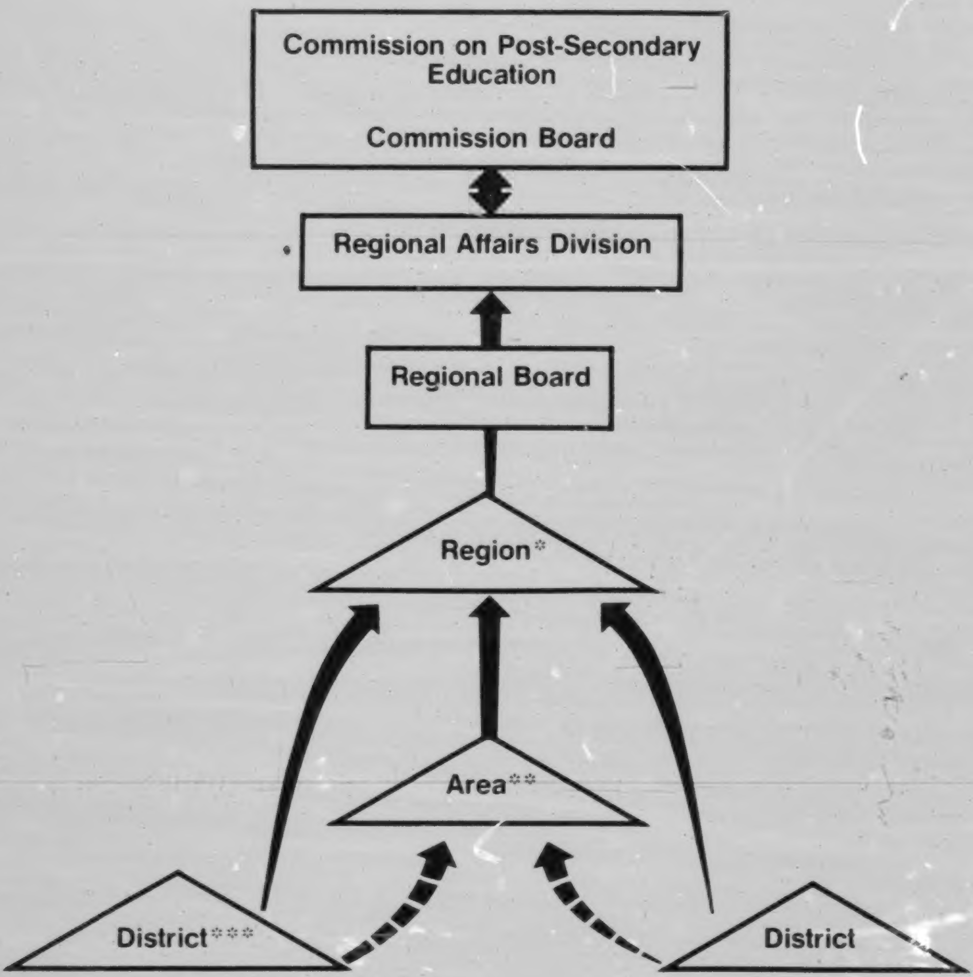
6 public members
6 college representatives

Regional Affairs Division*

6 regional members

*Chairman of Commission and Executive Secretary will sit as non-voting members of each division

Regional Organization
Chart 2


Commission on Post-Secondary Education
Commission Board
Regional Affairs Division
Regional Board
Region*
Area**
District***
District

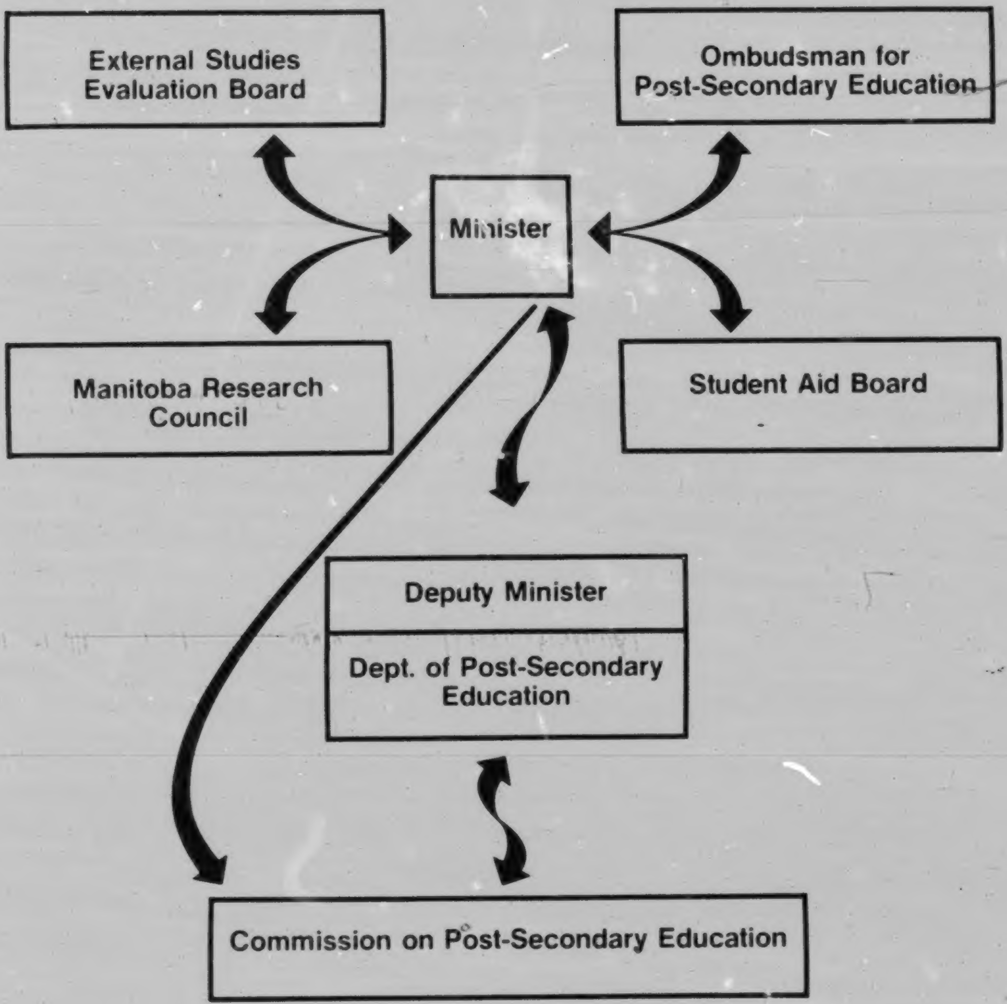
Note: Areas and Districts would be organized as Committees representing local community

REGION — large section of province designated as REGION for purposes of delivering post-secondary education. Region I (North of 53), Region II (Parkland and West-Man), Region III (Central Plains and Pembina Valley), Region IV (Interlake and East-Man), Region V (English Wpg.), Region VI (French Wpg.)

AREA — Where geography allows, several districts may co-operate to form an area (often with own administrative system and co-terminous with civic community boundaries)

DISTRICT — basic administrative units of system determined by location, population mix, traffic patterns, facilities, etc..

General Organization
Chart 3


External Studies Evaluation Board
Ombudsman for Post-Secondary Education
Minister
Manitoba Research Council
Student Aid Board
Deputy Minister
Dept. of Post-Secondary Education
Commission on Post-Secondary Education

RECOMMENDATIONS

The Task Force recommends:

1. that a Commission on Post-Secondary Education be established to act by statutory authority, as an autonomous intermediary between the government and the post-secondary institutions and agencies, the Commission to exercise its general powers through a Board. p. 117.

2. that the Commission on Post-Secondary Education establish three divisions: a Universities Division, a Colleges Division and a Regional Affairs Division. p. 118.

3. a) that the Universities Division be given jurisdiction over the approval of new programs of studies.

b) that the Universities Division be empowered, after full consultation, to require the cancelling or transferring of an academic department, centre, school, faculty, research institute, or graduate program. p. 120.

4. that the authority of the Universities Division and the autonomy of the universities be exercised in the context of agreed upon guidelines defining the development and role of the universities. p. 120.

5. that an Ombudsman for post-secondary education be appointed by the Minister of Post-Secondary Education. p. 120.

6. that the Board of the Commission consist of five "public" members who are not members of one of the Divisions or of the university, college, or regional boards, two members from the Universities Division, two members from the Colleges Division, and one from the Regional Affairs Division. p. 121.

7. a) that the Chairman of the Commission, who will also be Chairman of the Board, and the Deputy Minister of Post-Secondary Education be statutory members with voting privileges.

b) that the Executive-Secretary of the Commission be a statutory member without voting privileges. p. 121.

8. that the Universities Division consist of twelve voting members: six "public" members appointed by the Lieutenant-Governor-in-Council and two members appointed by each of the three universities. p. 121.

9. a) that of the two university members one be a faculty member and the other a member of the board.

b) that the chancellor, the chairman and vice-chairman of the board, and those with administrative rank of dean or higher be ineligible for appointment.

c) that the Chairman and Executive-Secretary of the Commission be non-voting members. p. 121.

10. that the Colleges Division consist of twelve voting members: six "public" members appointed by the Lieutenant-Governor-in-Council and two members appointed by each of the three colleges. p. 121.

11. a) that of the two college members one be from the instructional staff and the other a member of the board;

b) that the chairman and vice-chairman of the college board and administrative staff be ineligible for appointment;

c) that the Chairman and Executive-Secretary of the Commission be non-voting members. p. 121.

12. that initially while only one or two regions have been established the Lieutenant-Governor-in-Council appoint six members to form an Interim Regional Affairs Division. p. 122.

13. a) that each of the six regional boards appoint one member to the Regional Division for a four year term;

b) that the Chairman and Executive-Secretary of the Commission be non-voting members of the Division. p. 122.

14. that there be four functional sections of the Commission to provide information and advice as well as administrative services for the Divisions and the Board: a planning office; an office concerned with the development of instructional programs; an office concerned with support services and facilities; and an office dealing with finance and administration. p. 122.

9

Planning for Post-Secondary Education

SECTION I **The Need for Planning**

APPROACHES TO PLANNING

The term *planning* applies to a host of activities related to the formulation of strategies for the achievement of goals. Planning techniques vary from simple, back-of-the-envelope calculations to sophisticated and complicated models that attempt to simulate actual experience. Planning must assist those who make decisions to formulate and revise policy objectives. It therefore involves both policy research and the development of information systems.

Policy research as a component of planning must deal with the world of action, a world which faces time limitations. Moreover, facing the world of action policy research must deal with interests, control of resources, and conflict. James Coleman of Johns Hopkins University recently noted that policy research must

> "recognize that there are interested parties, that many interests do not coincide, and that research results will change the structure of power within the action system they enter."[1]

Planners and policy formulators need accurate information on which to base policy judgments and to evaluate the effectiveness of activities. However, the development of information must be subordinate to the purposes of planning and decision making. It should be recognized that the development of information itself will not generate decisions. A preoccupation with accumulating facts may accomplish nothing more than the development of a professional cadre of information experts separated from the decision arenas. In short, information must closely relate to policy goals or management objectives and be readily used by decision-makers (including the lay public at all levels).

THREE PRINCIPLES FOR PLANNING

The approach to post-secondary education taken by the Task Force has stressed three principles: accessibility, accountability, and participation. If more than lip-service is to be paid to these principles, careful planning for a post-secondary *system* will be necessary.

ACCESSIBILITY

There is an anomaly in our expectations regarding education. We expect it to give leadership in social change; in fact it more often reflects an inequitable social situation. We need only cite John Porter's classic, *The Vertical Mosaic*[2] to underline this observation. If we are determined to alter this situation, the education system must become a better vehicle for social change. The Task Force is committed to the principle of social equality and believes that improved access to post-secondary education can advance this aim.

Different kinds of education, however, must be made available. It is not enough to open up post-secondary opportunities catering to the needs of those who already enjoy a high status. The range of opportunities must be expanded. Each new opportunity may be as limited and specialized as those that exist already but if new and old alike are effectively open to people of all ages and from all social groups, the goal of equality will be served. Some of the new educational offerings will lie outside the programs that are normally considered part of the responsibilities of educational institutions.

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[1] Reported in *Report On Educational Research*, January 17, 1973

[2] Porter, John. *The Vertical Mosaic*. Toronto, The University of Toronto Press, 1965

Progress has been made in opening the traditional post-secondary institutions, the universities, to a larger number of Manitobans than attended them in the past. The number of university places expanded with great rapidity in the 1960's, loans and grants have helped to bridge the access gap separating high and low income groups, and provision has been made for special entry standards for "mature" students. More must be done, as we have pointed out in the chapters on "The Universities" and on "Financing the System", to help native peoples, women, and other groups of Manitobans who have historically been under-represented in the universities and, by the same token, have remained locked into their social status. We have elsewhere stated that because universities have and should have a specialized function it is unlikely that they should provide places for more than 15% - 20% of those who have left school. The composition of that 15% - 20% should alter radically, however, as access broadens.

Recognizing the limits of the university in providing post-secondary education, the government has established community colleges offering a different learning commitment, a kind of training much more closely geared to the job market and to the provision of skills to meet manpower needs. In addition, private proprietary schools, adult education programs, and on-the-job training schemes have supplemented and expanded opportunities for post-secondary education. A glance at the amounts spent from public funds, federal and provincial, for providing the various types of post-secondary education will show that the universities are still the favoured instruments. Considerably larger sums per student are devoted to a student body that still comes predominantly from the upper income strata in society.

In brief, Manitoba governments have subsidized post-secondary education (or, in our sense, organized learning after age 16 outside the schools) according to the following rough descending order of fiscal support:

- professional training (especially that which requires mastery of a large body of theory)
- self-development education that is highly intellectually oriented
- career training that is not heavily dependent on the mastery of theory
- job training
- self-development education that is not highly intellectually oriented

The first two types of learning have been and should remain the purview of the university. The next three are more properly the domain of the community college. The proposed regional system of post-secondary education would concern itself to some degree with all five categories, possibly with more emphasis on the last three. Costs per student will be heaviest at the top of the list, lightest at the bottom. The distribution of *total* costs will depend on the demand for each of the five categories and especially on new demands for the last one.

The Task Force recommends *that a single agency, the Commission on Post-Secondary Education, should plan for accessibility into all post-secondary learning situations.* It must allocate funds not only to the colleges and universities but also to the new regional organization, so that real chances to learn will be increased by bringing education in richer variety closer to hand.

Will more post-secondary education resources still be allocated to upper than to lower income groups? This is possible if those from lower income groups prefer the less costly types of post-secondary education or if they pursue other kinds of self-development than those provided by educational facilities. Up to the present, opportunities to benefit from education have not been equally available; capacity to use it differs widely; information about educational opportunities has not been easily obtained, and knowledge about how to secure student aid has not been equally distributed. Careful planning should provide remedies for all these sources of inequity.

ACCOUNTABILITY

Successful planning for post-secondary education must reconcile the need to account for public funds and the need for great flexibility in meeting a variety of public demands. One way to ensure a rapid and sensitive response to particular demands is to stress local institutional autonomy and effective contacts between institutions and their constituencies. If each institution goes completely its own way, however, it becomes very difficult to be sure that monies are being wisely and equitably spent. Moreover, the benefits of avoiding too much time-consuming and cumbersome centralization may be obtained at the expense of a plan for overall development meeting the total range of public needs. Autonomy and decentralized control are desirable, but pressure from local elites may reinforce institutional conservatism so that autonomous institutions fail to provide for those who lack influence and who find it difficult to voice their demands. It follows that colleges and universities can be autonomous in two senses: with respect to centralized public direction *and* with respect to local opinion. Both forms of autonomy are desirable; both may be abused if independence becomes insensitivity.

PARTICIPATION

How can the public make its needs felt in the planning of post-secondary education in Manitoba?

Normally the public makes its needs felt through the political process. Citizens ask for new or improved provincial services by getting their demands expressed in party programs or by writing to their member of the legislative assembly. The government responds by assigning public resources to the desired services and the public service designs ways of providing these services. It is paradoxical to suggest that this process could be used to influence the provision of post-secondary education, for the Task Force has insisted that the colleges, the universities, and the new regional bodies be insulated from direct political influence or control. It has recommended, in chapter eight, an organization for post-secondary education that puts a significant part of the planning process in the hands of an intermediary, or buffer, institution, the Commission on Post-Secondary Education. Its decision to propose this structure was motivated by a strong belief in the desirability of autonomous, critical, decentralized institutions at this level of education, subject to little direct government control.

Nevertheless, one crucial aspect of government power remains unchanged. The government sets the size of the total grant. Thus citizens who think that a larger (or smaller) slice of governmental spending should go to post-secondary education must make use of normal political channels.

If the influence of party politics is so limited, participation by the public must be organized in a different way. The Task Force's recommendations on the composition of the Commission on Post Secondary Education ensure that a strong public contingent will predominate over spokesmen for any single institution or any coalition of institutions. The Universities Division of the Commission is also urged to call an annual conference that will give the public a chance to express its views on the most autonomous of all post-secondary institutions, the universities. (See chapter 7, "Participation, Accountability, Governance", p. 104). We expect, further, that citizens will write to the Commission and take advantage of the public, open sessions it will hold to inform themselves about post-secondary education policy.

The crucial level for participation, however, will be that of the individual institution. At present, provision for such participation is weak and biased in favour of high income groups at the university level. It is almost non-existent at the community college level, except for a small number of effective course advisory committees. The Task Force has recommended in the chapters on "The Universities" and on "The Community Colleges," means by which the public can communicate more easily, bring influence to bear, and participate. The proposed regional organization is deliberately built from the ground up with a minimum of apparatus above the local level.

Will all of this be sufficient to ensure sensitivity to the needs and desires of a complex, pluralistic society such as Manitoba's? We cannot be sure, but we would urge the government to concern itself constantly with the effectiveness of participation, and to make adjustments in the structures if the need arises.

SECTION II: **A Projected Planning Structure and Process**

LEVELS OF PLANNING

The Task Force recommends *that planning for post-secondary education be done through the determined pursuit of decentralization, requiring a clear allocation of functions and areas of decision to the various parts of the system.* Each component is consciously confined to a jurisdiction that is essential for its integrity and that allows it to make its most effective contribution to post-secondary education.

THE INSTITUTIONS

The universities, the community colleges, and the porposed regions are the immediate and direct instruments of service. They are consequently the basic units for planning. On questions such as management of the institutions, allocation of resources within institutions, effective powers to develop their budgets and to argue for budget allocations, and freedom to experiment educationally the components must have discretion.

Each institution must have its own planning powers as well as a significant role in the system-wide planning process. It must have its own information base compatible with that of the system and its own planning officers (who may in smaller institutions have other functions as well) and planning committee. It may wish to experiment with program budgetting or to devise other means of making accounting records more than a simple check of spending procedures. The University of Manitoba has made great strides in developing its own planning capability and this model will help other universities and colleges in establishing their planning structures. The Task Force urges all universities and colleges to open their planning debates to the public as well as to take pains to communicate planning problems and decisions to their own students and staff.

THE DIVISIONS

The next component in the planning process is the Division structure of the Post-Secondary Commission. The task of each of the three Divisions will be to guide the development of the component institutions and of the divisional system as a whole and to advise the Commission Board regarding plans, programs, and budget. The existence of the Division can be interpreted as reducing the autonomy of each institution. But from another standpoint the Divisions ensure that the problems of each class of institution are not hopelessly entangled with each other. It is here that it should be possible to consider issues such as institutional specialization, extraordinary support where needed, transferability, and the joint use of resources.

THE COMMISSION BOARD

Planning at the level of the Commission Board is also essential, because here for the first time the system as a whole is studied. At this point the system interacts with the government and allocations for the whole system can be considered. The claims of each sector of post-secondary education can be weighed against each other and a development plan with equitable funding projections can be put together. Furthermore, the Board of the Commission will have an important role in assisting Divisions to overcome internal differences as they may arise and in assuring system-wide attainment of goals.

THE MINISTER OF POST-SECONDARY EDUCATION

To this point, the government has no role in planning post-secondary education except for its participation on the Commission. How is the Minister going to inform and account to the Legislature?

We propose that the Minister carry out these fundamental responsibilities without exercising the powers that normally go along with them. This is the present situation, by and large, with respect to the universities but ministerial powers over the community colleges are now much more direct.

There are plenty of precedents for Ministerial responsibility with a minimum of power to make detailed regulations. Ministers who report to the legislative body, federal or provincial, for Crown Corporations, Boards, and Commissions are frequently placed in this position. At the federal level, housing and broadcasting are handled in this way. But none is as vital as education. We can only apply a principle of minimum direct ministerial power to post-secondary education if the system works as proposed, that is, with an effective participatory structure. Otherwise it would be unwise (and probably unrealistic as well) to propose the reduction of governmental power to plan and to allocate funds for specific activities. To justify its independence from direct control, the system as proposed will need to demonstrate not only its technical competence but its ability to set planning goals embodying public expectations and to carry out its plans in ways involving public participation.

The Minister of Post-Secondary Education will, nevertheless, play a vital, indirect role in planning the system. He will have to take to Cabinet the estimates for post-secondary education and be prepared to justify the sums proposed to him by the Commission on Post-Secondary Education to colleagues who will be clamouring for funds to carry out their own responsibilities. He must be prepared to make a case for the overall amount and for its main divisions into funds for the regional system, the colleges, and the universities.[2] He will then have to face the legislature when it questions his estimates. If he is to be effective, he must be thoroughly familiar with plans for the system and be able to argue that the goals stressed in this Task Force Report — accessibility, accountability and participation — are being met, as well as the traditional goals of high quality and prudent management. He must be able to convince critics that the system is responsive to change and that it is not neglecting some educational needs and oversupplying others. He will therefore have had to discuss in detail the work of the Commission with its Chairman; in the course of these discussions his own viewpoint will have been made clear and will automatically become an input to Commission thoughts. Furthermore, his deputy minister will be a member of the Board of the Commission and will continually reflect government attitudes to post-secondary development.

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[2] The process is, in fact, more complicated. Estimates for Post Secondary Education would first be examined in the context of the grouping of ministries that constitute H.E.S.P., i.e. Health, Education and Social Planning. They would then go to the Planning and Priorities Committee of Cabinet and thence to Cabinet itself. The Management Committee of Cabinet would not subject the budget for Post-Secondary Education to the usual detailed review, because of the delegation of such power to the Commission on Post-Secondary Education.

To sum up, the Minister of Post-Secondary Education will be an important policy minister in the cabinet. His department will have few operational functions and his small staff will be made up largely of persons with research and planning skills. Those who used to report to him on college affairs will report to the Post-Secondary Commission. The Commission itself will be in no sense an emanation of the Minister. It will not report to him as do departments in the usual ministerial-departmental system, but rather will interact with him in planning its defined responsibilities. (See chapter 8 — "The Organization of the Post-Secondary System", pp. 116-18.

SECTION III **Planning at the System Level**

The two bodies concerned with the system-wide aspects of the post-secondary education system are the Commission on Post-Secondary Education and the Department of Post-Secondary Education.

THE EVOLUTION OF SYSTEM PLANNING

There are several parallels between the functions of the proposed Divisions, particularly the Universities Division, and the present Universities Grants Commission. It would be useful to consider the evolution of the role of UGC and how this compares with the proposed roles of the Universities Division and the Board of the Commission.

The UGC was created to act as a buffer between institutions and government, particularly after the changes in the Fiscal Arrangements Act when the provincial government became the major source of financial support for universities. From its inception the UGC has primarily concerned itself with apportioning public funds to universities. Its role has evolved and in recent years it has taken on planning and coordinating functions. The UGC and the Department of Colleges and Universities Affairs have started to plan the coordination of facilities among post-secondary institutions, for example with the proposals on Computer Rationalization. The UGC is also undertaking research to improve its information system, with "The Post-Secondary Demand Study" and the UNICOM[1] information project. UNICOM has been developed by a committee financed by the Universities Grants Commission with representatives of the Grants Commission and each university. The information resulting from the survey is available to each university for its own operations only and to the Commission for all three universities. The project is now in the UNICOM III phase, which will provide a more refined cost break-down; this study will take approximately a year from its beginning date of April, 1973. Both these studies were originally intended to provide two types of information needed for the current financing arrangements: a more accurate forecast of university enrolments and an up-dating of student program costs for the formula. They have also allowed the Universities Grants Commission to take on a broader, more active planning and coordinating role. Although it has not moved far in this direction, its evolution confirms an observation made in the Hurtubise-Rowat report on Government-University relations:

> ". . These bodies (Grants Commissions) originally came into existence to advise the provincial governments on the financial resources to be allocated to the universities and on the division of these resources among them. The situation has changed to such an extent that it is now the responsibility of provincial governments to ensure that there is coordination among the institutions and comprehensive planning of their future development. Rather than exercise a negative power of veto, governments must play a positive and constructive role. In our view, therefore, because ex-

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[1] University and Commission

> clusive intervention by government is undesirable, "*intermediary bodies are needed not only to perform the advisory and allocative functions of the existing university commissions but also to assume these newer functions of coordination and planning.*"[3]

This "newer role" should be recognized at the outset with the formation of the Commission on Post-Secondary Education.

There is no clear counterpart to the Colleges Division since the colleges operate under a department of government. In some respects, however, the Colleges Division of the Department of Colleges and Universities Affairs, particularly in respect to certain staff planning functions, does serve as a point of departure for the proposed Colleges Division of the Commission.

In our proposals for increased community college independence from direct govenment control, many of the centralized administrative services have been delegated to the colleges themselves. In considering the role of planning, what interests us most is the analogous role of the Review and Development Branch of the Department's Colleges Division. The research activities of this Branch have concentrated on developing backup information for negotiations between the province and the federal government with respect to the placement of Manpower programs in the colleges. Because of this negotiating role and because of the skill training emphasis of the college programs, research and study undertaken by the Research Branch focuses in the areas of manpower forecasting and planning. Manpower studies can force some rather narrow strictures on planning efforts and planning can become largely a technical support with little attempt to question or reconsider policy guidelines. The planning mechanisms we are proposing are more broadly conceived than those of the Review and Development Branch of the existing Colleges Division.

PLANNING MECHANISMS

The need for a decentralized approach to planning has been stressed. What forms might this planning take in practice? At least the following three elements are required:

1. Both the Commission and the individual institutions must know what is happening in each sector of post-secondary education. The Commission must have accurate information on the total range of activities being undertaken and their comparative costs. Each institution should be able to compare the costs of one of its programs with another. We do not advocate full scale program budgetting because of the great difficulty in getting a quantitative measure of the outputs and the benefits from educational programs. But program costing should replace present accounting methods and common costing techniques should be followed in all three sectors of post-secondary education and in each of the colleges and universities. With such an information base accessible to all, the Commission and the individual institutions can talk together about future plans. We have referred to progress made by the universities and the Grants Commission in constructing a computerized management information system. Assembling data on the community colleges and on the new regional structure within the same information system will be an important new step. There are dangers in making such information systems so elaborate and unwieldy that years pass before they are usable and the use made of them is not worth the effort involved in keeping them up to date. The experience of the University of Manitoba in gathering information for internal planning and the effective cooperation already established between the UGC and the universities should help prevent the over-enthusiasm for data that turns an indispensable tool for planning into a self-serving monster.

2. Objectives for the system and for each of its elements must be defined. Relating the plans of institutions that properly value their autonomy with a Commission responsible for a complete and balanced system will not be simple. Time must be allowed for ideas to flow back and forth, and for successive approximations to a system-wide plan to evolve.

The first step must be taken within the components of each of the three sectors. Each university, each community college, and each region should be asked to look five years ahead and perhaps in very rough outline ten years ahead. Each should assess its strengths and weaknesses, estimate what activities will expand and what will contract, describe what new programs it feels it should begin and what resources it thinks will be needed. In a more global way, each should describe the vocation it is best able to fulfil. For the regional organizations all will be new and only very general statements of limited predictive power can be expected. From ~~the~~ universities and the community colleges more precise objectives will be possible. It is important, however, that common reporting forms are used.

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[3] Hurtubise-Rowat Report, Page 108 (Emphasis added)

The results of this first stage will probably reveal overlaps, gaps, and a growth pattern far exceeding Manitoba's needs. They will be best criticized by each Division of the Commission on Post-Secondary Education rather than by the Commission Board. The individual institutions and regions should then be asked to adjust and resubmit their statements of objectives in the light of their Division's comments.

The second round should be the particular responsibility of the Commission Board, which will want to compare its own estimates of growth and change with those coming from each sector. A new iteration could result, with detailed discussions and consultations preceding the submission of a further revision of objectives. At this stage, the goal of accessibility becomes particularly important and the Commission must make sure that groups who find it difficult to make their needs known and who lack social influence are fully considered.

What results should not be a precise blueprint but a framework of limits and expectations that would permit each institution to change and innovate with confidence and with full provincial support.

3. Stable financing must be provided for the institutions and regions. Each university, community college, and region, once it is assured that its objectives and general plans fit into the development pattern for post-secondary education as a whole in Manitoba, should be able to predict the level of funding it will receive for at least three years ahead. Chapter 10, "Financing the System," stresses the need for universities to be able to count on revenues that do not fluctuate widely with short-term changes in student enrolments. The community colleges may have to be prepared to adjust more rapidly because of their close links with manpower training but a capacity to make their own decisions for change with confidence must be provided them. The regions will in the normal course of events be geared to respond rapidly to short-term changes but they too must be able to work out development plans for a period some years ahead.

SECTORIAL AND SERVICES PLANNING

The pattern of broad planning by adjusting sectorial and institutional objectives can be supplemented in a number of ways. The Post-Secondary Education Commission will undoubtedly want to look at certain vertical slices of the post-secondary system and see how well they are articulated. The Health Sciences would be one of these vertical segments. Is the division of function between community colleges and universities the right one? Can people who are trained, for example, as nurses enter medical school without encountering impossible barriers? Are regional training courses integrated with the universities in the most effective way? Are the universities complementing each other's work sensibly?

The sections of applied sciences, pure sciences, social sciences, teacher education and other professional areas could be separately examined, probably successively, so that improvements could be incorporated in following studies.

The sharing of common services, the creation of computer networks, the rationalization of specialized library holdings and of access to libraries, the sharing of residence accommodation and of audio-visual equipment are just a few of the areas in which planning will be needed. But it would be a mistake to see such planning other than as an adjunct to the core plan for giving institutions and regions the assurance to use their own initiative.

A PLANNING OFFICE

The precise mechanism for bringing about this system planning and coordination can only be alluded to here. The Task Force has recommended (chapter 8, "The Organization of the Post-Secondary System," p. 122) that a planning office should be established at the outset as a service of the Post-Secondary Education Commission. The Commission will need various kinds of staff expertise to conduct the traditional functions associated with budget review, accounting and auditing, and capital project reviews. But there is a need for a planning office responsible to the Commission, not directly involved in day-to-day responsibilities and yet working closely with the other specialists of the Commission. This office should be concerned primarily with policy research and the development of policy guidelines for consideration and approval by the Commission and, where appropriate, by the government. It would be desirable if the planning staff were employed on a term basis so as to draw on special skills and experiences as needed. The group would maintain active contact with the universities and colleges, appropriate government departments and planning groups, and perhaps with the general public through the medium of public meetings or public discussions. It might issue public reports containing recommendations in order to enlist wide public discussion of prospects and opportunities.

The planning office should not become an isolated body of experts doing esoteric studies to be judged on their elegance of research design rather than on their appropriateness as guidelines to action. When various kinds of participation and consultation are required for specific policy research objectives, the Commission could appoint appropriately constituted task forces.

There is a need to have active planning on all levels, from the system, to the sectors, and to individual institutions. Institutional planning efforts will be an important adjunct to the planning function that we have been discussing.

With the prospect of stable or only slightly growing enrolments at the universities one of the major concerns of university planning efforts will have shifted. That is, planning activities on an institution or campus basis will not be directed towards planning for growth but rather towards planning for stability. A stable situation will in turn mean a shift of emphasis to questions of re-allocation of resources and the particularly difficult problems of adapting to change not by adding on but by reordering or rearranging. Many of the actual decisions about program expansion or contraction will rest with the institutions themselves and in anticipation of limited growth these will be difficult decisions, involving giving up an old program, course or activity (in opposition to certain established interests) to make way for new programs.

Planning is inherently risky. Utopian dreams can cloud practical judgment, a deluge of data can obscure obvious facts; enthusiastic bureaucrats can pursue a dubious course of action to the point of absurdity. It is nevertheless indispensable, for left on their own things do not usually come out right. The play of power and influence leaves some groups well-satisfied, others neglected; waste, duplication and unfilled gaps occur. The Task Force therefore strongly favours planning for post-secondary education and tries to guard against its excesses by decentralization of authority and by a planning dialogue rather than a fixed blueprint. If it is to be an effective planning body, the Commission on Post-Secondary Education will be persistent but unhurried, conscious of its own fallibility and open at all times to new views and opinions.

RECOMMENDATIONS

The Task Force recommends

1. that a single agency, the Commission on Post-Secondary Education, should plan for accessibility into *all* post-secondary learning situations p. 130

2. that planning for post-secondary education be done through the determined pursuit of decentralization, requiring a clear allocation of functions and areas of decision to the various parts of the system p. 131

10

Financing The System

SECTION I The Development of Federal-Provincial Financial Support

In the past two decades there has been a major shift in the financing of post-secondary institutions from primarily private to primarily public sources. Governments now provide about 80 per cent of the operating funds and nearly all capital construction funds for these institutions. Student academic fees account for less than 15 per cent, while donations from corporations, religious organizations, and endowment income comprise less than 5 per cent of operating costs.

THE HISTORY OF GOVERNMENT FINANCING OF UNIVERSITIES

The growth of government financing of universities is largely a post-war development. The federal government's first extensive participation in financing post-secondary education came with the Veterans Rehabilitation Act of 1945. Under this program the federal government paid the tuition fees of returning veterans, granted monthly living allowances, aided universities in erecting new buildings, and also paid the universities $150 per year for each student veteran. Federal expenditures grew from $430,000 in 1944-45 to a peak of $37 million in 1946-47. After the peak year, expenditures under this program fell off dramatically, so that by 1951-52 expenditures were less than $4 million.[1]

As a result of pressures from the universities to attract further federal support to replace the Veterans program, and in line with recommendations of the Massey Royal Commission report submitted in June 1951, the federal government announced a new program of assistance to universities.

The system of federal grants introduced in 1951 comprised direct payment to the universities and thus completely by-passed the provinces. Allocations under this system were 50¢ per capita, based on each province's total population. The grant was successively increased until it was established at the level of $5.00 per capita in 1966. The grants were allocated among the universities in each province on a per-student basis by the Canadian Universities Foundation and its successor body, the Association of Universities and Colleges of Canada.

Federal support under this program increased from approximately $7 million in 1951-52 to $87 million in 1966-67, including amounts paid to Quebec (see page 142.) In addition to these funds the federal government also provided a $50 million Universities Capital Grants Fund in 1957, which was administered by the Canada Council in consultation with the Association of Universities and Colleges of Canada. Allocations to provinces were based on population and the grants were allotted on a 50-50 matching formula.

Considerable friction arose between the provinces and the federal government as a result of the program of direct aid to institutions and the federal government introduced a new funding mechanism under the Fiscal Arrangements Act of 1967.

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[1] Peitchinis, Stephan A., *Financing Post Secondary Education in Canada*, a Report commissioned by the Council of Ministers of Education of Canada, 1971.

THE HISTORY OF GOVERNMENT FINANCING OF INSTITUTES OF TECHNOLOGY

In a separate but parallel development there has been considerable growth in federal – provincial support of institutes of technology or vocational training programs. The federal government's participation in publicly sponsored vocational training in Canada began with vocational youth training in the 1920's and 1930's. This assistance did not attain major proportions until the Technical and Vocational Training Act of 1960.

Funds in this program were, in general, allotted on a matching basis according to various federal – provincial agreements involving a total of ten specific programs. Under this legislation a major expansion of technical vocational training facilities occurred, so that, by 1966-67, the federal government was spending approximately $85 million per year in operating costs for these programs and had committed itself to $136 million in capital costs.

For Manitoba the federal government allocated a total of $56.6 million for capital construction of technical and vocational training facilities. The last payments under this program were received in July, 1971. In 1967 the Technical Vocational Training Act was superseded by the Adult Occupational Training Act.

THE CHANGES OF 1967

The year 1967 marked a major threshold in support arrangements for post-secondary education including the vocational training programs. It also marked a number of significant developments in the Province of Manitoba with the establishment of the Universities of Brandon and Winnipeg and the creation of the Universities Grants Commission.

NATIONAL DEVELOPMENTS

As mentioned above, the provinces were strongly dissatisfied with direct federal aid to universities. Provincial governments objected to being by-passed and having no direct role in determining educational priorities and allocating funds to the universities. The strongest reaction came from Quebec where the provincial government refused to allow its universities to participate in the program. A subsequent arrangement, however, permitted the Quebec government to be granted tax credits for financing post-secondary education, an accommodation that presaged the arrangements under the 1967 Act.

Under the 1967 Fiscal Arrangements Act which is still in effect, the federal government transfers tax revenue on an unconditional basis so that this money adds to the consolidated revenues of each province. The fiscal transfer component of the federal assistance to post-secondary education is based on a fixed four percentage points of personal income tax and one percentage point of corporate income tax. The total assistance, however, is computed on the basis of 50 per cent of the allowable operating costs of post-secondary institutions.[2] The The federal government, therefore, provides an adjustment payment to make up the difference between the fiscal transfer and the support obligation. Since post-secondary expenditures have been rising at a substantially faster rate than income tax revenues, these adjustment payments have been growing dramatically. For example, the value of the tax transfer for Canada rose between 1967-68 and 1970-71 by 58.5 per cent while the adjustment payments increased by nearly 110 per cent. The comparable figures for Manitoba are 55 per cent and 126 per cent.[3]

As we have already indicated, federal financing of post-secondary education has been divided between the Fiscal Arrangements Act and the Vocational Training Act. In the area of vocational training the federal government introduced major legislative changes in 1967 in the Adult Occupational Training Act (AOTA).

Through AOTA the federal government replaced the various matching grant programs of the Technical and Vocational Training Act of 1960. Under the 1967 legislation the federal government negotiates directly with the provinces each year and then reimburses them for part of the cost of providing vocational or technical training programs.

The federal Department of Manpower and Immigration, established in 1966, is the negotiating agent for the federal government. In these negotiations federal and provincial representatives agree on which programs and courses are eligible for federal support, and determine the precise number of "seats" that the federal government will fund in provincial or private technical-vocation institutions. The substantial federal contribution to the support of the community colleges in Manitoba is almost entirely funded through the AOTA agreements.[1] The federal government has been financing more than 50 per cent of the operating expenditures of the community colleges in Manitoba since 1960-61.

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[2] These are institutions that require junior matriculation for entrance (grade 11 in Manitoba), offer programs of not less than twenty-four weeks duration, and have been certified as post-secondary level institutions by the Lieutenant-Governor-in-Council of each province.

[3] Peitchinis, Stephan G., Op. cit., pp. 214-215.

PROVINCIAL DEVELOPMENTS

In 1967 major changes occurred in the university sector in Manitoba. As a consequence of the Fiscal Arrangements Act and the expanded provincial role in allocating funds to universities, the Manitoba Government established the Universities Grants Commission. Under the Universities Grants Commission Act, the provincial government established a nine man commission charged with the responsibility of allocating funds among the three universities in the province: the University of Manitoba, and the newly established Universities of Brandon and Winnipeg. The elevation of the affiliated Brandon College and United College to independent university status was the outcome of recommendations by the Council on Higher Education, which had reported to the government in 1966.

In summary, government support to universities and community colleges has assumed increasing proportions over the past decade. Federal-provincial sharing of post-secondary costs have been roughly on a 50-50 basis for operating support to both universities and community colleges. A key difference has been the unconditional federal support to universities in contrast to the detailed negotiations and agreements in funding the community colleges.

Both sharing arrangements are under review and the Fiscal Arrangements Act must be either changed or renewed in 1974.

PAST TRENDS AND PRESENT DEVELOPMENTS

As a background to our review of post-secondary finance mechanisms it is necessary to take account of factors influencing the cost characteristics of our post-secondary institutions and to consider how different trends in enrolment patterns will affect the cost structures and financing of these institutions.

Expenditures on post-secondary education (universities and community colleges) have increased dramatically over the past decade, in Manitoba as well as in the other provinces. The bar diagram (p. 144) illustrates both the increase and the sources of support for these expenditures.

These expenditures have increased in importance as a spending priority of government. In 1960-61 colleges and universities accounted for 4.9 per cent of total provincial spending. In 1972-73 the proportion had risen to 8.9 per cent. Education expenditures at all levels have grown rapidly over the last decade but post-secondary spending has increased in relation to total education expenditures. In 1960-61 11.9 per cent of the province's education budget went to post-secondary institutions[2] and by 1972-73 the proportion had increased to 26.7 per cent of the total budget for education. Post-secondary spending has grown from $7.44 in 1960-61 to $68.11 in 1972-73 on a per capita basis.

In terms of cost per full-time student university operating expenditures have risen from $1,522 in 1960-61 to $3,158 in 1971-72. For community colleges the cost per full-time student has risen from $286 in 1960-61 to $1,125 in 1971-72.[3,4]

Costs per student are convenient indices but are not entirely revealing. They do not explain why costs have increased.

For that it is necessary to look at the cost characteristics of post-secondary institutions as well as at other trends.

SECTION II: **Cost Characteristics and Enrolment Changes**

COST CHARACTERISTICS OF UNIVERSITIES

University spending has grown nearly six-fold in the past decade. This increase in expenditure is closely but not directly related to increases in student enrolment. Disbursements in 1971 dollars have risen by 426 per cent while full-time enrolment has grown by 174 per cent. In other words, approximately 40 per cent of the

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[1] A small proportion of the Federal recoveries are handled under the Fiscal Arrangements Act, this mainly applies to the two-year General Arts or Technology programs. There is also some support from other Federal agencies or departments, such as Indian Affairs.

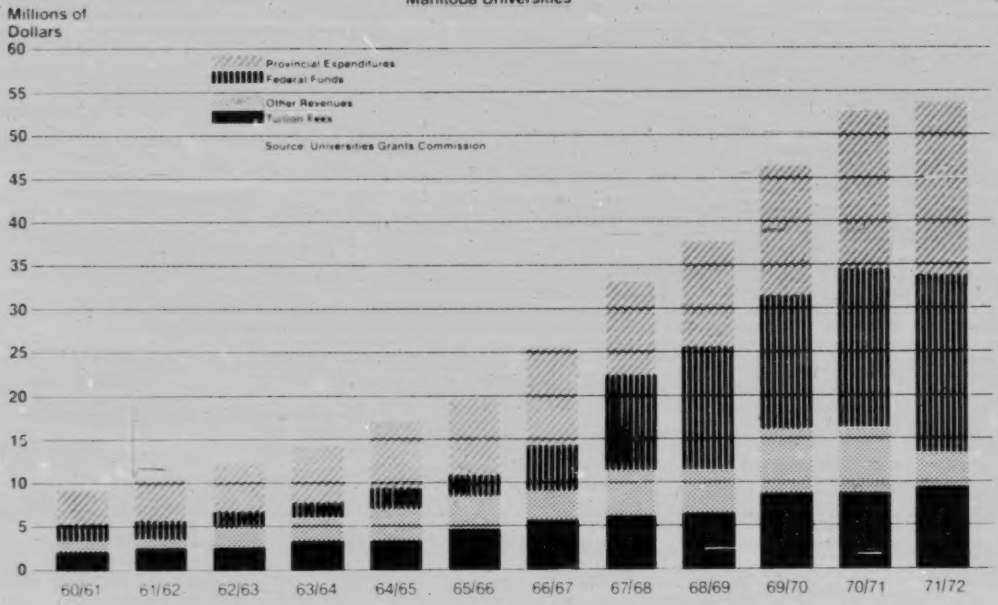
[2] Provincial operating grants to universities only, excluding capital grants.

[3] In constant 1971 dollars university operating expenditures per full-time student have risen from $2,030 in 1960-61 to $3,158 in 1971-72. For community college the cost per full-time student has risen from $482 in 1960-61 to $1,125 in 1971-72.

[4] Financial figures cited for the universities are supplied by the Universities Grants Commission. Figures cited for the colleges are provided by the Department of Colleges and Universities Affairs.

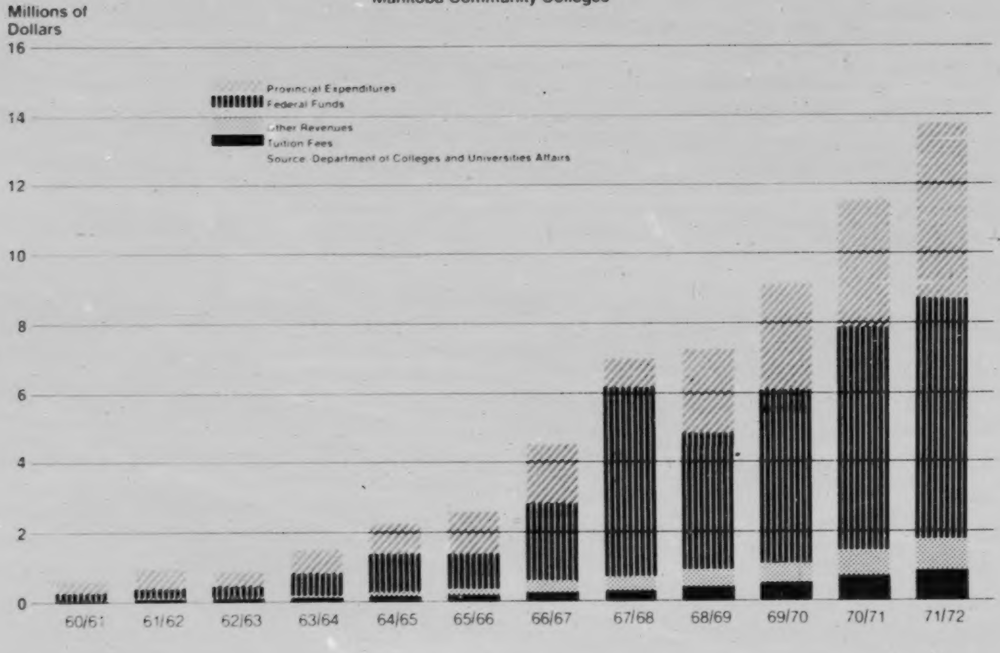
Operating Expenditures and Revenues

Manitoba Universities



Source: Universities Grants Commission

Manitoba Community Colleges



Source: Department of Colleges and Universities Affairs increase in university expenditures can be directly attributable to growth in student numbers.

A more refined breakdown of enrolment by program areas reveals that the proportion of students in the more expensive graduate programs has increased from four per cent of total student population to eight per cent, a fourfold increase in numbers of graduate students compared to a doubling of full-time undergraduate students. This increase in graduate students is one example of a noticeable trend to higher cost programs. The more expensive professional programs have increased with the addition of new professional faculties in the University of Manitoba during the sixties[8] and professional enrolments for all universities in the province have grown by 236 per cent from 1960-61 to 1970-71.

Capital building programs at the universities have meant direct capital outlay roughly in the magnitude of $61 million from 1961-62 to 1971-72. These added facilities create operating and maintenance costs which annually increase the operating support budget of the universities.

Faculty payrolls are a significant factor in the operating costs of the universities, accounting for more than 50 per cent of operating budgets. Both faculty numbers and salary levels have risen substantially in the past decade. For example the average salary for an assistant professor at the University of Manitoba has gone up from $7,200 in 1960 to $13,300 in 1972-73. Faculty salaries have increased favourably compared to wage levels in general and to those of other professional groups over the past decade.

There are several explanations for the increase in faculty salaries and benefits. First, there was a general catching-up process to place university salaries on a par with those paid in other professional occupations. Second, the qualifications of university faculty according to their years of education have increased over the past decade, placing them relatively higher on the salary scale and leading to an improvement in the quality of university staff. Third, and possibly most important, the market conditions for university employment have generally been favourable over the growth decade of the sixties.

The role of sponsored research has greatly expanded in the past decade, principally at the University of Manitoba. Sponsored research at the University of Manitoba amounted to approximately $9.7 million in 1971-72 compared to a $44 million operating budget. Since these monies are primarily direct research grants from the federal government through its agencies and research councils, they do not directly involve provincial support and these expenditures (or revenues) are not considered in the Universities Grants Commission review and funding procedures for the University's operating support budget.

However, it is recognized that a considerable "matching" of provincial funds does occur because of indirect resource costs of research programs sponsored by the federal government. While there is no precise identification of these indirect costs in terms of space utilization, library and computer facilities, etc., estimates range from 50 per cent of the direct research spending to a rough matching of research expenditures. That is, there may be from $4.5 million to $9 million in provincial indirect support to organized or sponsored research from the University of Manitoba's operating budget.

INFLATIONARY FACTORS AFFECTING UNIVERSITIES

It has been noted that university expenditures have increased greatly in the past decade. It has also been noted that the public share of university support has increased more than proportionately. Enrolment growth has had a great influence on the rising public commitment to university support and since 1968-69 provincial support for university operations has been based directly on increases in student numbers on a weighted per student basis (see section IV, p. 155). Under the Fiscal Arrangements Act the federal contribution to university support has directly followed the pattern of increasing operating cost.

The significant characteristic of the government support mechanisms has been that they allowed for expansion of revenue during periods of high enrolment growth. For example, when enrolment was growing between ten to fifteen per cent a year throughout most of the sixties and was generating further government support to university operating budgets it also provided justification for new capital expenditures.

Education is a service activity and post-secondary education, like other service activities — including government services — is associated with very small or non-existent productivity increases. Therefore, the real cost of providing the same level of educational services will increase over time compared to the costs of the non-service sector of the economy.[9] This is illustrated in the following table which has been adapted from the Carnegie Commission study, *The More Effective Use of Resources*.[10]

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[8] Three new schools were established at the University of Manitoba: Nursing (1963), Physical Education and Music (1964), and three former schools were converted into full fledged Faculties (1970).

	Goods Producing Sector	Universities
	-------Yearly Increase-------	
Rise in Wages and Salaries	7%	7%
Rise in Productivity	4.5%	0%
Net Rise in Cost	2.5%	7%
Excess Over Goods Producing Sector	—	+4.5%

What this means is that universities will require more resources to provide the same level of service from one year to the next, on a plus 4.5 per cent cumulative basis.[11] This phenomenon was referred to in the University of Manitoba brief to the Task Force; the brief suggested that the proper comparison when examining the rise of post-secondary expenditures is with the growth and the cost of government services as another major service sector. There is validity in drawing attention to this comparison but the basic problem remains of inflationary cost increases not being matched, or even partially absorbed, by productivity increases.

We are not trying to pre-judge the question of whether university financial support has been too generous or too limited since the relative priority of expenditures on education in general and post-secondary education expenditures in particular is a political decision. Some objective factors bearing on this decision will be the proportion of the population directly benefitting from these expenditures, the total societal benefits, and the fiscal capability of the government in raising tax revenues to support education and other programs. Changes in the proportion of the "working age" population and the equity and elasticity of the progressive income tax structure will also determine what society can afford through public programs.

RECENT DECLINES IN UNIVERSITY ENROLMENTS

In 1969-70 enrolments in Canadian universities declined from the high rate of growth that characterized the sixties. Since that time nearly all universities in Canada have experienced a sharp reduction in the rate of growth of full-time enrolment and for some universities there has been an absolute fall-off in enrolment in the last two years. In Manitoba the three universities have experienced greatly reduced rates of increase in recent years and full-time enrolment in 1972-73 declined absolutely from the previous year for all three universities. Brandon University had the greatest absolute decline, falling approximately 13 per cent.[12]

There is no certain explanation for the recent fall-off in enrolments, although it is perhaps significant that this is a continent-wide phenomenon. All we can say with any assurance is that there has been a decrease in the proportion of the traditional age group (18-24) attending university. Whether this decrease in participation rates will reverse itself is unknown at this time but there is also a levelling off of the total numbers in this age group which is expected to reach a peak size about 1980 and to drop slightly after that. In short, it seems reasonable to assume that there will be relatively little growth in university enrolments in the remaining years of this decade.

The implications of this slow growth or stability are quite important in their effects both on the cost structures of universities and on the adequacy of existing financing mechanisms. As we have already stated, inflationary cost increases are not matched by productivity increases; therefore there will be increases in the cost per full-time student. For example, from 1969-70 to 1971-72 provincial operating grants to universities increased from $30.37 million to $40.37 million or roughly one-third, while full-time enrolments increased from 16,460 to 17,100, or by only 3.9 per cent.[1]

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[9] For individual institutions there are certain economies of scale as student numbers increase but this is not technically an increase in productivity. Furthermore, with the increase in size of these institutions there is often, as already noted, a change in the program mix towards higher cost programs.

[10] Carnegie Commission on Higher Education. *The More Effective Use of Resources*, New York: McGraw-Hill, June 1972.

[11] As two economists, Baumol and Bowen have stated: "Human ingenuity has devised ways to reduce the labor necessary to produce an automobile, but no one has yet succeeded in decreasing the human effort expended at a live performance of a 45 minute Schubert quartet much below a total of three man hours." The same holds true for the "live performances" of teaching, research and public service. Carnegie Commission, *Op. Cit.*

[12] Full-time equivalent students (including part-time day, evening and summer) also declined for both Brandon University and the University of Manitoba, while the University of Winnipeg had a small increase.

Growth in part-time enrolment will off-set to some extent the relative decline in full-time students but it is apparent from recent trends that part-time attendance will not compensate for the loss of revenue either in provincial grants or tuition fees.

Lower rates of student enrolment mean a decline in faculty hiring and in some cases a decrease of faculty. This decline combined with a reduction of turnover will lead to a skewing of faculty in the higher end of the salary ranges as those remaining move up in pay scales. If salary levels continue to increase at the rate of the recent past, inflationary cost increases of university operating budgets will be reinforced.

The influence of inflationary factors on costs, the recent changes in enrolment growth, and the relationship of government finance to enrolment have combined to produce serious financial situations for universities in recent years.

COST CHARACTERISTICS OF COMMUNITY COLLEGES

The cost characteristics of the community colleges are broadly similar to those of the universities: the colleges have a high proportion of instructional salaries in relation to total operating costs and exhibit the same service sector characteristics. As already noted, the cost per student of the community colleges is significantly less than that of the universities, reflecting differences in faculty teaching load, average class size, length of instructional year, and in general, their different role.

It is difficult to forecast the future population of the community colleges which under present circumstances depends greatly on the policies of the Department of Manpower and Immigration in its sponsorship of programs. In recent years the Department of Manpower has been shifting its emphasis from institutional training such as offered by the community colleges to on-the-job training. The Manpower influence over accessibility and attendance at community colleges is even more far-reaching than its direct support of instructional cost at the institutions since the Department of Manpower also provides living allowances for many of the students that it sponsors. Therefore a de-emphasis on institutional instruction will have a significant effect on the attractiveness of existing community college programs to potential students.

The direct financial input of the provincial government to community college support is substantially less than for the university sector. The federal Department of Manpower directly provides financing to the community colleges on a negotiated basis; thus the federal government has a strong role in setting the program and determining access to the community colleges in this province.

The recent de-emphasis on support to training in community colleges if it is a harbinger of a basic shift by the federal government will have significant financial implications for the provincial government. A decline in federal support will mean an off-setting increase in provincial support if these institutions are to continue with their programs. If this basic shift in funding is incorporated in new federal legislation, the provincial government will have to give careful consideration to assessing its priorities and plans for these institutions.

Capital facilities have primarily been financed under federal programs. This funding is no longer available and without it the provincial government will have to finance the capital costs of any further expansion of facilities.

OTHER SUPPORT

Government also provides other financial support, either directly or indirectly, to universities and colleges. Some of this support goes to individuals attending post-secondary institutions. Canada Student Loans for university and college students, living allowances to students under Manpower sponsorship at the colleges, and special construction loans for student housing are examples of major federal programs that benefit students. The government of Manitoba also provides special financial support to post-secondary students, principally through the Student Aid Program.

Both the federal and provincial governments provide special research grants to post-secondary institutions, institutes, and individual researchers. The Federal Research Councils predominate in this area but government departments on both a national and provincial level also provide research contracts, usually on a project basis.

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[1] The provincial grant is based on projected rather than actual enrolment, and since projected increases were greater than actual, this increased the grants relative to actual enrolment comparisons. Also some of the provincial grant is supplemental and not directly related to enrolment increases (See Section IV, p. 155).

SECTION III **The Balance of Public and Private Support**

THE ISSUE OF STUDENT FEES

While universities are largely supported by public funds, they do not themselves have direct access to tax revenues.[14] If they wish to increase their income to supplement government grants their only real alternative is to increase tuition fees. Increases in student fees normally will mean some decrease in potential enrolments, an untimely side effect in view of the recent enrolment declines.

Legally the authority to change student fees is vested in the board of governors of the university. However, because of the close relationship between government grants, student tuition, and university operating cost, the government is an interested party to decisions respecting tuition levels.

The concern over growing public expenditures on post-secondary education has given rise to proposals that student fees be increased substantially.[15] Submissions to the Task Force do not indicate a strong consensus among Manitobans that this is an appropriate course of action. On the other hand we feel it is a legitimate question to address and examine on its merits, since it has been widely discussed as the major alternative in "redressing the balance" between public and private support.

The question of increasing student tuition fees at universities and community colleges can be examined in two perspectives. It can be considered as a way of adjusting tuition levels to re-establish the proportion which used to exist between tuition fees and operating support. For example, tuition levels in Manitoba universities have not increased since 1969-70[16] and tuition income as a proportion of total operating costs has declined from 22 per cent in 1960-61 to 17.5 per cent in 1972. This issue will not be the main focus of our discussion.

Another way of looking at the question is to consider the proposition that tuition fees should cover all instructional costs. In order to cover all costs tuition levels for universities would triple, roughly from $9.5 million to $27 million. The increase in community college fees would be ten-fold, from $790,000 to $7.9 million.[17]

There would be two reasons for increasing fees to this level. First, it could be seen as a major redress in the relative contribution of private and public support of post-secondary expenditures and a return to greater reliance on private financing. Second, it could be seen in terms of more careful discrimination in awarding public subsidies. That is, those who received benefits would have to pay in proportion to the benefits they received. Proposals for increased tuition would have to be coupled with proposals for increased student loans or increased student bursaries or both, so that students without the "ability to pay" would not be prevented from attending a post-secondary institution.

In an attempt to isolate the issues we will discuss the arguments for and against increased tuition.

ARGUMENTS FOR INCREASING STUDENT FEES

The basic argument for increasing student fees is to obtain more equitable financing of post-secondary expenditures. There are both public and private benefits of post-secondary education. Generally, cost-benefit analyses have concentrated on private benefits, usually taking them to be an approximation of the public benefits. This is a convenient assumption since there are no agreed upon methods for placing a monetary value on public benefits. From the point of view of economic efficiency post-secondary expenditures are justified if the total social benefits exceed the total social cost. The question of who should pay for the benefits remains unanswered. Since private benefits comprise a good portion of the total social benefits, it can be argued that on equity grounds private financing (i.e., student tuition fees) should cover a large portion of university costs.[18]

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[14] This is in contrast to our public elementary and secondary schools where local school boards can supplement the Provincial Foundation Grant program by requesting the local authority to raise property taxes.

[15] See *The Learning Society*, Report of the Commission on Post-Secondary Education in Ontario, which recommends a substantial increase in student fees and the Peitchinis report of the Council of Ministers of Education which likewise recommends a substantial increase in student fees.

[16] Increased $50 with 1969-70 session.

[17] Assumes that 50 per cent of university operating costs are instruction related and a slightly higher proportion for colleges.

The tangible benefits to the individual of post-secondary education are usually identified in terms of improved access to employment opportunities, greater likelihood of achieving positions of prestige and importance, and increased income over one's working life. In recent years, education has been analyzed as an investment activity, whether seen from the point of view of the individual or from the point of view of society for the total of individuals. These economic analyses have placed a dollar value on the benefits of education by using observations regarding differences in income between individuals or groups having different levels of education. Generally, the analyses have concluded that investment in education is a "good" investment from the point of view of both the individual and society. The assumed relationships between education and jobs, and specifically between education and earning potential, are probably most justified for those post-secondary programs directly related to vocational or professional training.

Since there are large private benefits from post-secondary education, it is possible to charge for this education. Also, since most students attending university come from middle and upper middle income classes[19] they have the family resources to pay for their education. Loan or bursary assistance can be provided for those students who qualify after a needs assessment.

Thus, by substantially increasing tuition fees the cost of post-secondary education can be recovered from those who directly benefit; yet by providing adequate student loan funds and bursaries students will not be prevented from attending colleges or universities because of low family income.

ARGUMENTS AGAINST INCREASING STUDENT FEES

Concentrating on the private benefits of education in assessing the student for instructional costs leads to a systematic undervaluation of the public benefits of post-secondary education. While it may not be practical to assign explicit dollar amounts to these external benefits, they are nevertheless real. Hence, the argument for raising fees to cover costs takes too narrow a definition of benefits. Furthermore, reliance on benefit measures, such as estimated increases in life-time earning, may place too high a premium on those forms of post-secondary education offering the greatest likelihood of individual economic benefit.

Even this economic calculation itself is not as clear-cut or predictable as it was once thought. For one thing, it may be that the greater economic returns associated with higher levels of education are not simply the result of more formal education. They could be explained by other factors, such as the socio-economic background of the individual and over-reliance on educational credentials as formal requirements for higher paying jobs, and in fact may not always correlate with improved productivity.[20]

The relationship between more education and higher paying jobs is also not as predictable as was assumed. People with arts and science degrees have been having difficulty in finding employment in recent years. For women graduates employment opportunities after graduation are no better than the employment opportunities available to high school graduates in the majority of cases.

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[18] Thus the distinction between equity and efficiency effects is important.

The economic efficiency of an activity — here, higher education — involves the degree of success of the activity in producing outputs (trained students) that are more valuable than the resources used up in the process of producing them. The value of output is generally measured by what people are willing to pay for it, and, so, as a first (and minimal) approximation, the value of college education may be measured by the increased salaries that employers are willing to pay for workers who are college educated rather than only high school educated. Efficiency, in the present context, can thus be thought of in terms of the amount by which National Income (or Gross National Product) is raised by higher education.

But, which people receive this increased income? And which pay the costs of the resources — teachers, classrooms, laboratories, etc. — that are required to produce the increased income? In other words, how fairly are the additional incomes and the costs of public education shared? This is the issue of equity."

Hansen and Weisbrod — *Benefits, Costs, and Finance of Public Higher Education*, Chicago, Markham Pub. Co., 1969, p. 11, "Efficiency Effects vs. Equity Effects".

[19] Average parental income of university undergraduates in Manitoba in 1968-69 was $8,247. 27.7 per cent of university undergraduates had family incomes greater than $10,000, while 26.3 per cent came from families with incomes of less than $5,000.

Occupations of parents of all post-secondary students (including two-year technical students) were concentrated in professional and technical (15.8 per cent), Executive and Management (9.6 per cent), and Administrative and Supervisory (11.5 per cent) — Total 36.9 per cent.

Statistics Canada — 81 — 543 PSSP, "Socio-Economic Profile of the Manitoba Post-Secondary Student Population in 1968-69".

[20] See Ivar Berg, *Education and Jobs: The Great Training Robbery*, New York, Praeger Publishers, 1970.

Even in the professional programs of the universities or the technical and occupational training programs of the community colleges, graduates are not assured of employment. There are structural imbalances in a number of professional fields where the supply of professional graduates exceeds the demand.[20]

Taking these factors into account, it is possible and even likely that the extent of public subsidy will not be directly related to an individual's ability to repay his education costs. If an individual obtains a Ph.D. and then cannot find employment in his area of specialization, his "investment" in the Ph.D. program was a poor decision. Should he bear the full cost of this decision and be obligated to repay his education subsidy?[21] The provincial grant formula for universities encourages universities to develop and maintain high-cost graduate programs and thus creates incentives for universities to steer or recruit students into these programs. There is also the endemic problem of accurately forecasting manpower requirements in specific fields considering the long "gestation" period from the time a student enters a program of specialized training to the time he graduates. Given these uncertainties there is a rationale for some sharing of risk between individuals and society.

THE EFFECTS OF LOAN AND AID PROGRAMS

The argument to this point has not addressed the major equity concern of the proposal to increase tuition substantially. Public subsidies to post-secondary students have certain redistributional effects. The precise redistributional effects would be difficult, if not impossible, to gauge but generally middle and upper income families are over-represented among university students.[22] The redistributional effects are at best proportional and at worst regressive, depending on the assumptions made regarding tax incidence.

To change the undesirable features of this kind of income redistribution so that it does not confer net income benefits to middle and upper income families at the expense of lower income tax payers, we have three choices:

1. to change our tax systems so that they become more progressive, i.e. tax wealth and income at higher effective rates;
2. to charge higher tuition fees to those students who come from higher income families; or
3. to change access to post-secondary education so that lower income families will more directly benefit from these expenditures and subsidies.

The first choice is an implausible solution in the specific context of post-secondary finance, involving changes in the basic tax system at both the provincial and federal levels. Choices two and three are the real alternatives.

A common concern raised by these alternatives is the likely effect on access to post-secondary education. If we move in the direction of offering post-secondary education more on the basis of ability to pay will we impede the process of developing more equality of access?

To answer this question we must examine the tandem proposals of providing increased student loan programs and increased student aid or bursary programs. The only government loan program available for post-secondary study in this province is the Canada Student Loans Program. It is administered by the province under federal government criteria and the loans are secured by the federal government. Under the federal allocation, Manitoban post-secondary students were eligible for $8.1 million in loans in 1972-73. A proposal to augment Canada Student Loans with a provincial loan program in Manitoba is neither desirable nor practical on several counts.

First, loan programs for repayment of education subsidies would discriminate against students from low income families since they have a greater fear of incurring debt.[24] Second, a loan-repayment scheme would place priority on those education programs that seem to offer the highest rate of return to individuals — as mentioned above. Third, it would place the entire cost of a poor "investment" decision on the student. Forcing students to accept the entire responsibility for their choice of program would create uncertainty among potential students and might also operate particularly to discourage students from low income families. Some of their uncertainty can be reduced by establishing contingent loan repayment plans. That is, the loan repayment would be contingent on the level of income after graduation and repayments would be scaled to income. The contingent loan scheme is a popular proposal at this time both in Canada and in the United States. Its effect on accessibility to post-secondary education is still uncertain, since under such a plan students could end up paying substantially more than the actual costs of education.

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[20] See Max von Zur Muehlen, "The Ph.D. Dilemma in Canada: A Case Study," from Economic Council of Canada, *Canadian Education in the Seventies*, 1972.

[21] Those in attendance at post-secondary institutions already incur substantial costs above the present tuition levels and out-of-pocket expenses. The most significant costs to the individual is his or her own time and energy. An approximate economic measure of these real costs is the "foregone earnings" from what would have been the employment opportunity and income for the time of attendance.

[22] The reverse, however, is true of the community college students in this province since over half of the full time students are Manpower sponsored.

A provincial loan scheme to supplement the Canada Student Loan program is impractical, particularly for Manitoba. Manitoban post-secondary students have not made use of the full loan allocation to the province. For 1972–73 the student loan program was substantially undersubscribed, with students using only $3.5 million out of the total allocation of $8.1 million. This undersubscription raises serious questions regarding the stringency of the administration of the program in Manitoba, but certainly a provincial loan scheme would be redundant at this time.

There are many reasons to be cautious about the overall potential of student aid programs to have a substantial effect on patterns of access to post-secondary education.[25] From experiences in other countries we know that large student aid programs have not significantly affected the profile of university student population.[26]

Much of the effectiveness of such a program is related to the criteria of student aid awards, the procedure for needs assessment, and the way in which the program is generally administered. If the average award is relatively small, if the needs assessment is stringent, and if the administration of the program is slow to inform students of whether they qualify for aid; we would expect the program to have little positive effect.

To be more effective, aid to secondary students has to be increased so that financial circumstances do not force them to "drop out" of the school system before they are of college age.

STUDENT FEES: SUMMARY

There is wide currency to proposals to shift post-secondary finance to greater reliance on tuition income. The plausibility of this proposal rests on an analysis that views post-secondary education as an investment activity yielding high private and social returns and further assumes that financial barriers to access can be suitably compensated by loan and bursary programs.

The validity of a narrow economic analysis which views education as an investment activity is subject to question. Hence to return to market forces as the arbiter of choice in deciding who should receive post-secondary education implicitly denies the public benefits of post-secondary education (even if they cannot be quantified). Returning to high tuition levels would retard gains already made in improving access to post-secondary education and would tend to reinforce the existing class biases of our universities. Increased loan and bursary programs are not an effective remedy to the barriers imposed by high tuition fees.

The goal of greater equity should be furthered by the government's basic resource allocation mechanisms both in revenue raising and expenditure policies. Tax reform based on "ability to pay" criteria should be the primary instrument for equity in public finance. Therefore the government should not attempt piecemeal recoveries particularly where these devices have uncertain effects on equitable access to programs.[27]

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[24] This is true for fixed obligation loans. We have no evidence on possible discrimination effects with respect to contingency repayment loan programs where students would be required to repay on a scale geared to income after graduation.

[25] In the context of raising tuition fees, the objectives of a student aid program could be that of *maintaining* access.

[26] *Choice of Education and Vocation* (Government Official Reports SOU 1970:61), Stockholm, 1971.

[27] Also, from the point of view of shifting support from public to private sources there is little immediate benefit to increasing tuition fees while also increasing loan and aid programs. Student Aid programs will still be a direct public expenditure and therefore would not save on public resources. A provincial loan program would not provide immediate savings to the public purse since loan repayments would not occur in the near future and the program would not achieve a "pay out" until some time in the distant future.

After considering the question of raising fees to cover tuition costs while at the same time increasing loan and aid programs, the Task Force concluded that the problems raised, particularly for students with few financial resources, were too great to justify the proposal. We therefore recommend *that there be no substantial increase in tuition levels for post-secondary students.*

STUDENT AID IN MANITOBA

The stated objective of the Manitoba Student Aid Plan is to assist students from low income families to attend post-secondary institutions. Whether or not this objective is being met is not known; the student aid plan has yet to be evaluated in terms of its objective. The provincial government's allotment for student aid has increased twenty-five fold over the last decade, from $196,700 in 1961–62 to $5 million in 1972–73. In view of these rapidly increasing expenditures an evaluation of the program is timely. (see p. 154)

Despite the increase in Student Aid little information is available on the effects of the plan on students. We do know that much greater numbers of students are now being assisted through the aid program (1,100 in 1961–62 to over 8,000 in 1971–72) but the average award per post-secondary student has not been substantially increased (about $300 in 1961–62 to $440 in 1971–72) and at present does little more than meet bare tuition costs.

What evidence there is suggests that the plan has failed to reach students from low income families. An examination of applicants for aid, ranged according to assessed need, indicates that about 3.5 per cent of the eligible applicants qualify for the maximum award of $1,400 bursary and $1,400 loan. The majority of eligible applicants qualify for aid amounting to less than $1,300 ($720 bursary and $590 loan). To allow the students with the greatest need to receive the greatest financial benefits we suggest that a larger portion of the free bursary money be directed to those students with maximum need, if necessary through negotiation with the federal government for increasing the use of Canada Student Loans by students with less than $1,000 assessed need.

The Task Force recommends *that more generous bursary allowances be given to those students with the greatest financial need.*

The Task Force also recommends *that loan funds be available to students on an individual contract basis without an assessment of family resources. To this end the government of Manitoba should negotiate with the federal government for a liberalization of eligibility criteria under the Canada Student Loan Plan.*

In 1972–73 $800,000 of the funds allotted to bursaries was not expended and the province's share of funds under the federal Canada Student Loans Plan has been under-subscribed each year since the inception of the plan.[28] Also, about fifty per cent of the total university applicants and about thirty per cent of the total community college applicants were rejected on the basis of the present criteria.

The relatively large numbers of applicants rejected for aid and the few applicants eligible for maximum aid suggest that either or both of two conditions may exist:

- the criteria for aid are over-stringent; students who are being rejected should be considered for assistance from the Canada Student Loan Fund.
- the plan may have failed to reach students from low income families who have the greatest need; and for these persons the financial barriers to post-secondary education cannot be overcome by bursaries in the amounts now given.

There are some factors which militate against the effectiveness of the bursary-loan plan. For example, the guidelines or criteria by which aid is given are not generally available to students. Until a student's application has been processed (usually in late August or following fall registration at college or university) he has no knowledge of his eligibility for assistance or of the amount that he may expect to receive. To be effective, eligibility for post-secondary aid must be known at least as early as the time at which a student selects his high school options and larger bursaries must be available to students while in high school to prevent their withdrawing as soon as a job opportunity presents itself.[29]

Prior to the 1973–74 academic year, parental income was a factor in determining the eligibility of applicants for bursary or loan aid except if the applicant was married or at least 25 years of age. This regulation meant that an applicant could have been independent and in the work force for as long as six or seven years since leaving school yet for the purposes of eligibility for student aid he or she would have to declare parental income.

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[28] In 1972–73 the provincial allotment was $8.1 million of which about $3.5 million was utilized.

[29] Robert Pike, *Who Doesn't Get to University and Why*, AUCC 1970, p. 26, points out that "... a disproportionately large number of matriculants are young people from middle class families where the financial support, and parental encouragement necessary to bridge the high school — college gap are likely to be readily available, and readily given."

This overly strict regulation has been relaxed for the 1973-74 academic year. Under the new regulations, a student is given independent status if he/she meets any one of the following criteria: (1) is married; (2) has been in the labour force for two, not necessarily consecutive years; (3) has completed three years of post-secondary education and in addition has been a full-time member of the labour force for a period of one year; (4) has completed four years of post-secondary education.

The Task Force would like to see the regulation relaxed further so that students estranged from their parents and living in separate domiciles may, under certain conditions, be given independent status.

We also recognize that students who choose to step out of the post-secondary stream will be engaged in a variety of experiences. We consider that students should be given independent status not only for having spent a period in the labour force but also for an equivalent period spent travelling, doing volunteer work, etc. To ensure the flexibility of the bursary-loan plan there should of course be a mechanism by which applicants may appeal any of the regulations governing the plan.

The Task Force recommends *that the criteria for assessing independent status be determined by taking into account the following factors in combination: separate parent-student domiciles; a student's spending one or two years either in the labour force or involved in activities other than formal study at a post-secondary institution; and his being over 20 years of age.*

We note that the 2.0 grade point average formerly required of university applicants for eligibility for aid has been discontinued. This revision not only extends the aid plan to include more students but also has an additional benefit in that the processing of aid applications need not await the release of final grades in May or June. This information should be available to applicants before they have to make their job commitments for the summer. The Task Force recommends, therefore, *that applicants for aid from the Manitoba Student Aid Plan be notified in the spring before the end of term of the minimum amount of aid they may expect to receive for the following academic year.*

A further source of aid is a program cost-shared with the federal government under the terms of the Canada Assistance Plan. In order to be eligible for such assistance a student must have exhausted all other sources of aid; that is, he or she must take the maximum bursary – loan combination available. Thus all but those with very high needs are effectively barred from eligibility. Those who do qualify must of necessity assume large debts.

Since this program is administered by the Department of Health and Social Development and the Student Aid Plan is administered by the Department of Colleges and Universities Affairs and since both departments use different sets of criteria for eligibility, students applying for assistance are sometimes shuttled between the two departments while their eligibility for assistance is being determined. We recommend, therefore, *that there be a common application for student aid from the Department of Colleges and Universities Affairs or its successor, the Department of Post-Secondary Education and the Department of Health and Social Development, with the appropriate recovery being made from the federal government by the administrators of the provincial student aid plan.*[30]

At present, only those students registering for a full program are considered for student aid. Part-time students except those in the mature student program are ineligible. Such a criterion discriminates against those students who because of financial or medical problems or ability or other such factors consider themselves unable to take a full program.

Students of private or proprietary institutions have in the past been eligible for Canada Student Loans but are not generally eligible for Manitoba Government bursaries nor for social assistance grants. The Task Force recognizes the valuable role private agencies play in increasing the educational opportunities for Manitobans. The fact that such agencies can successfully operate without government subsidy in competition with public institutions demonstrates their effectiveness. The Task Force recommends *that any person taking a*

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[30] Any linking of the two programs must be approached carefully and only as an interim step so that the programs will not have welfare connotations.

post-secondary course on a full-or part-time basis be considered eligible for aid; regardless of their choice of institution.

A STUDENT AID BOARD

Clearly what is required is an ongoing evaluation of the effect the aid programs have on accessibility for their target group — the students from low income families — and a periodic examination of the criteria under which the aid plans are administered. This type of evaluation could best be handled by a broadly representative public board with student representation, which would be directly responsible to the Minister. In addition to evaluating the policy objectives for the aid programs the board should be responsible for proposing criteria under which the aid program will be administered and for hearing student appeals. The administration of the program should be the responsibility of the proposed Department of Post-Secondary Education.

The Student Aid Board should be made up of six to eight members, at least one of whom should be a student currently in attendance at a post-secondary institution. Ex-officio members of the Board should include the Chairman of the Commission on Post-Secondary Education (or his designate) and the executive secretary to the Student Aid Board.

The Task Force recommends *that a Public Board be established to be responsible for:*

a) proposing policy objectives for student aid programs,

b) recommending the criteria for meeting those objectives,

c) evaluating the effect of the aid programs on accessibility,

d) hearing student appeals.

The Board should be broadly representative of the community, including students, and should be directly responsible to the Minister.

Traditionally Canadian students have been able to earn tuition money by summer employment. Both government and industry should be encouraged to provide as many jobs as possible.

SECTION IV **Financial Mechanisms**

UNIVERSITY FINANCE

FUNDING PROCEDURES

In setting the over-all budget for the Manitoba universities, the Universities Grants Commission begins by meeting with the universities individually to discuss their financial needs for the next academic year. These first informal meetings usually occur in late summer. The Universities Grants Commission discusses, and in some instances negotiates with, the institutions concerning their asking budget. While the Universities Grants Commission does not perform a budget evaluation of the universities' submissions, it does have legislated power to scrutinize carefully all proposed new programs and services. The Commission also analyses enrolment trends and estimates student enrolments for the next academic year.

By this process of discussion, negotiation, and estimation of student population, the Universities Grants Commission, sometime in November or December, prepares an estimate of university financial needs for the next academic year. In conjunction with its review of and recommendations on the operating budget the Universities Grants Commission also evaluates capital construction proposals and recommends a capital budget to be included in its estimates to government. Following the preparation and submission of the estimates the provincial government reviews this budget request as it does departmental estimates, with the important exception that detailed budget information is not available in the estimates submission and is therefore not considered.

When considering the funding request the government (Management Committee and Cabinet) relies on the advice of the Universities Grants Commission. Ultimately the Cabinet makes its own judgment on the total funds to be made available to the universities, taking account of the needs of other government programs.

Once the global budget is set for the universities with the estimates vote during the spring, the Universities Grants Commission has the responsibility for allocating the appropriations to the individual institutions. The Commission adopted a formula weighting system for this purpose.

Under this system the Universities Grants Commission calculates the cost per student enrolled in universities. It then allocates funds to each university on the basis of the projected student enrolment multiplied by the cost per student. Since the cost per student varies according to the program or faculty and according to the year and level of the program, the Universities Grants Commission utilizes a weighting system which provides extra funding for students in more costly programs or levels. Thus, the allocation formula used by the Commission is a weighted student-program cost formula.

ANALYSIS

There are three levels of decision-making in this funding procedure. First, there is the decision made by Cabinet on the overall level of funding. Second, there is the decision made by the Universities Grants Commission on how to allocate funds to the individual institutions. Third, there are the decisions on how funds are actually to be expended within the universities, which are made by the internal bodies that prepare and authorize the detailed budgets of the respective institutions.

All these decision levels in the funding procedures of the universities have a role in establishing priorities. The Cabinet must decide the relative priority of universities with respect to post-secondary expenditures and with respect to other major program areas of government. The Universities Grants Commission must devise an appropriate method for allocating funds to the three universities; by its choice of method it will establish priorities through the manner in which the grant mechanism rewards or penalizes certain activities, as is discussed below. The universities themselves have wide scope in deciding their program priorities by formulating the detailed budget which determines what the universities actually do with the resources they receive.

While all three levels of decisions are interdependent, decisions at each level are not made in full consciousness of each other — particularly at the government and university levels. For example, when Cabinet approves an overall level of financing for universities, it does not examine nor does it have pertinent information on the roles, activities, and program priorities of the universities. Universities in turn must base their request for government funds (for operating support) entirely on the estimated student enrolment. The number of students must be sufficient to finance all university functions. For this reason, the recent decline in the rate of growth of enrolments has presented financing difficulties for the universities both in Manitoba and elsewhere.

THE OPERATING GRANTS FORMULA FOR THE UNIVERSITIES

The grants formula developed by the Universities Grants Commission in 1967 was devised to provide a reasonably predictable method of determining government support to universities without at the same time involving government in detailed examination of university activities. This formula system has been successful in providing government finance of university operations without interfering with the autonomy of the individual institutions. The formula has also been relatively simple in its application and reasonably predictable in its results. That is, the formula finance scheme allocates funds to universities by dealing with only one key variable: estimated number of students. In essence, the formula provides to the universities a block grant tied only to student enrolment. After they receive the grant the institutions have almost complete freedom to allocate funds as they see fit.

There are several important implications as well as a number of problems inherent in the formula currently used by the Universities Grants Commission. Some of these are technical problems and their solution requires only technical modifications to the formula. Other problems are basic and require an examination of the implicit policy objectives or the assumptions that are necessarily made.

THE FORMULA WEIGHTS

The weighting factors used to estimate student-program costs are based on a cost study done at the University of Manitoba in 1966-67. While the Universities Grants Commission has a policy of adjusting the cost figures for inflationary price changes, the formula weights may not reflect current cost differences between programs since they are based on 1966 data. The technical correction to this would be to revise the cost figures on the basis of more recent data.

The cost information used in establishing the weights was taken from the experience of the University of Manitoba. Using University of Manitoba cost data to determine the student-program costs for all three institutions assumes that the cost experience of the three universities would be roughly the same. However, the considerable differences among the universities both in size and type of program make this assumption suspect. By using the cost experience of the largest university to determine student-program costs for the two smaller institutions, it is likely that the formula is biased against the smaller institutions since their actual cost experience will not reflect the same advantages of scale economies as are experienced by the University of Manitoba.

This problem of systematically underfunding the two smaller institutions because the formula weights were based on the experience of the University of Manitoba has been recognized by the Universities Grants Commission. In fact, for four of the five years that the Universities Grants Commission formula has been applied the Commission also allocated "supplemental grants" to Brandon University.[31] These supplemental grants, however, have gradually been phased out: starting at $1 million for Brandon University in 1968-69, they were gradually reduced and finally phased out in 1972-73. While the supplementary grants have been discontinued, the government has still had to finance budget deficits for Brandon University. These deficits are the result of a number of factors, including recent enrolment declines at Brandon, but there can be no doubt that the systematic bias of the formula against an institution of Brandon's size has tended to underfund it in relation to its actual costs.

IMPLICATIONS OF THE GRANT FORMULA

1. The present formula allocates funds to the Manitoba universities on the basis of historic costs as determined by the experience of the University of Manitoba. Therefore, for government funding purposes the particular pattern of programs and costs that existed in the base year (1966-67) is reinforced each year in deciding the allocations to the three universities. Furthermore, the more costly programs attract more resources and thereby receive higher priority. The formula allocation, based on historic costs or costs fixed at some particular point in time, does not provide for a re-ordering of priorities and does not in any way take cognizance of program benefits as distinct from program costs.

2. The present formula also creates incentives for universities to expand enrolments in those faculties or programs which have the highest weights (costs). With formula weights having a range of fourteen factors over the base weight (or "Basic Income Unit") this incentive is likely to be very strong. For example, the basic income unit for an undergraduate arts student in his first or second year was $875 in 1971-72.[32] For the third year music program which has the highest student-program weight of 14, the allocation per student was 14 × $875 or $12,180. Graduate students receive a weight of 6 × $875 or $5,250.

This incentive is very strong in those cases where the university feels (or knows) that the cost factor used in the formula overstates the real resource cost to the institution of admitting students to particular programs. This occurs if the university has some basis for doubting the accuracy of the base year cost study. Nor is it unlikely, since the cost study allocated all university costs to student-programs. For example, administrative costs normally do not change with the admission of one new student, but the formula allocations assumes that they do.[33]

3. While the Universities are not required to distribute their resources internally to faculties or programs according to the student-program "revenues" of the grant there is some evidence that they tend to do so. The formula weights which assign higher funding (and priority) to certain faculties and programs, particularly the professional faculties and graduate programs at the University of Manitoba, mean that these programs or faculties will receive more resources and have higher priority than undergraduate arts and science programs.

This factor also operates in respect to allocations among universities. The University of Manitoba, on the average, received $2,060 per full-time student; Brandon University received $1,370, and the University of Winnipeg, $1,200 (1970-71).[34] These differences reflect the various program mixes, with the Universities of Brandon and Winnipeg concentrated in the less costly (using University of Manitoba data) undergraduate programs of arts and sciences.

4. Since the formula relies on student num-

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[31] The University of Winnipeg received a supplemental grant of $144,769 in 1971-72. St. Boniface College also receives supplementary grants.

[32] Basic income unit for 1972-73 is $843 applied to full time equivalent students (F.T.E.).

[33] In more formal economic terms the distinction is one between average cost and marginal cost. Using a fully allocated average cost formula for determining the government grant means that universities attract resources on the basis of average cost while experiencing real cost changes at the margin. One can therefore see the asymmetrical effects depending on whether enrolments are growing or decreasing, i.e., grant revenues often rise faster than real cost during enrolment expansion while revenues fall more rapidly than cost decreases when enrolment starts to decline.

[34] The formula grant is based on full time equivalent students for 1972-73 and the average student "income units" are $1,834 for the University of Manitoba, $1,247 for Brandon University, and $1,079 for the University of Winnipeg.

bers in the different categories or programs, student program costs must serve as a substitute measurement for all functions and costs of the university.

Using student program costs in this way has a number of important consequences, several of which have already been noted. We have mentioned that allocations on the basis of student enrolments may over allocate funds to universities depending on their program mix and the actual changes in costs associated with enrolment increases. Generally, overhead costs do not change incrementally or even in rough proportion to changes in student numbers. For example, plant investment, administrative costs, maintenance costs to a large extent, and various other costs that are relatively fixed will not change in direct proportion to increases in student numbers.

With the recent decline in the rate of increase of enrolments the converse also holds. Namely, as the rate of increase in student enrolments declines or levels off the fixed or overhead costs of these institutions will not decline in proportion. This fact is presenting many difficulties for universities financed on government formula grants based on student enrolments. In Manitoba the effects are not immediate since university revenues are calculated on agreed upon projections made in the early part of the calendar year for the following fall. If actual student enrolments fall short of the projected enrolments, as has occurred in the last few years, the universities grants will not be reduced. This may mean that for one year the universities are "over-funded". The next year projections will probably be reduced and the universities' grants will fall more than their real costs decrease so that they are "under-funded". Such fluctuations, where revenues either rise or fall faster than cost changes, make planning difficult and possibly result in misallocations of university resources.

5. Employing student program costs as a substitute measurement for the costs of all university functions makes it impossible to identify and assign priorities to these operations.

If student enrolments remain relatively stable in the university sector for the next several years, as it seems they will do, then universities will face a reduced rate of growth in government funding and will also lose revenues directly from student fees. With inflationary cost increases continuing and with the high proportion of relatively fixed costs, the universities will face a cost-revenue dilemma. That is, their costs will be increasing at rates greater than the general rate of inflation while at the same time government financing will decline. Under these circumstances a single block grant based on student numbers does little to help universities reach rational decisions. The difficulties of reducing academic staff, due to tenure provisions, or unionized staff, due to job security provisions, may cause the non-unionized support staff to be unduly penalized or student services to be starved or capital equipment to deteriorate due to inadequate maintenance.

The new procedures which we recommend in Section V of this chapter will serve to protect the universities from arbitrary decisions on the part of government (e.g. reducing or cutting the overall grant), will still provide a broad spectrum of discretionary decisions to these institutions, and will assist the universities in reappraising their activities in terms of a careful assessment of functions and priorities. These recommendations will also help to ensure more openness in university activities and more public involvement in establishing priorities.

FUNDING PROCEDURES OF COMMUNITY COLLEGES

The community colleges in Manitoba have operated directly under the Community Colleges Division of the Department of Colleges and Universities Affairs since 1971 when the Department was formed. Prior to that the Division operated under the Department of Education. The funding procedures for the community colleges are similar to the general budget procedures of operating any government department or division. That is, budget estimates are prepared by the colleges for approval and review by the Division, which in turn incorporates its budget estimates with that of the Department for approval by the Minister and presentation to Cabinet. The budget is presented and approved in a line-by-line format and is reviewed by the Management Committee of Cabinet. The community colleges staff are employees of the province and are classified according to civil service procedures and paid according to civil service scales. Generally, final budget decisions are reached by the central administration, and ultimately by the Minister.

The Review and Development Branch of the Division negotiates on behalf of the Minister with the Federal Department of Manpower and Immigration for the placing of federally sponsored students in programs and courses of the colleges. The impact of these negotiated agreements on the offerings and programs of the colleges is considerable because of the extent of federal sponsorship of students.

PUBLIC SUPPORT OF CONTINUING EDUCATION*

It is much more difficult to talk in any systematic way about funding procedures and support mechanisms for continuing education. Generally, continuing education given by educational institutions is sponsored and offered on a non-subsidized basis and the students are expected to meet the extra cost of extension or part time studies. Course fees, however, may be subsidized by various professional bodies or in some cases by departments of government.

However, many of the extension courses of the community colleges are supported through the federal Department of Manpower and other government agencies. For some of these, students may also be eligible for living allowances while they are in the program.

The provincial government sponsors a number of continuing education courses under different departmental auspices for various sectors of the population. For example, the Department of Labour conducts the provincial apprenticeship program; the Department of Tourism, Recreation, and Cultural Affairs conducts courses in communities throughout the province, such as creative arts courses and the Provincial Leadership Training Center at Gimli; the Public Health Division of the Department of Health and Social Development conducts pre-natal classes, child health conferences, family education seminars, etc.; the Department of Agriculture has an extension service which involves large numbers of Manitoba farmers in courses relevant to their lives, for example, farm management, livestock, field crop production, agricultural engineering, marketing, 4-H; the Department of Education offers correspondence courses for high school completion and has also sponsored special post-secondary education programs such as Project Impacte and the recently developed Focus program. Other government departments also offer various educational programs of limited length.

School Division boards offer academic, vocational, and avocational programs at the post-secondary level. Generally, the program costs of these offerings are supported by student fees.

Many religious, social, and cultural organizations, professional associations, private business colleges, and community clubs offer continuing education through assorted courses, conferences, and seminars. Generally, again, these programs are supported either directly through student fees or through the financial contribution of the professional society or organization sponsoring the course.

SECTION V: **New Ways of Financing the Post-Secondary System**

The Task Force recommends *that the Board of the Commission on Post-Secondary Education be responsible for*

a) *proposing to the Minister the level of provincial financial support for post-secondary education;*

b) *allocating these funds among the three major Divisions of the system: Universities, Colleges and Regional Affairs.* We recommend further *that the Divisions of the Commission assess and establish the allocation within each Division.*

The allocation process will be different within each Division and should be in accordance with the following guidelines.

THE UNIVERSITIES DIVISION

As discussed in the section, "University Finance", the student-based formula mechanism has many inherent problems and is no longer adequate to serve the needs of Manitoba in financing its universities. A student based formula in a period of either little growth or stability in university enrolment is no longer a realistic or appropriate means for determining government financing of universities. Nor does a general formula take into account the special cost characteristics of each university. In rejecting single formula financing for university operating support in Manitoba we had to consider and propose other ways of funding. Two basic alternatives are a line-by-line budget review and approval or a program-budget format that would group university operating expenditures by program categories for funding approval.

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*The Task Force uses the expression "continuing education" with some reluctance because of its ambiguity. To some, the term applies to all education after secondary school; to others, part time study of any kind; and to yet others, education that does not lead to a high school or college diploma or to a university degree. In this section "continuing education" will be used in the last sense. Extension studies is a phrase often used by universities or colleges as a synonym for continuing education in this sense.

The method of line-by-line budget presentation, review, and approval by the Universities Division is not a desirable alternative. Such a procedure would entail unnecessary and therefore unreasonable interference in the internal operations of the universities.

In fact, because of the recognized inadequacies of line-by-line budgetting procedures in funding government departments, Program-Planning and Budgetting Systems (P.P.B.S.) were developed. Without entering into an extended discussion of the strengths and weaknesses of P.P.B.S. or program budgetting, the Task Force does not believe that such a procedure would be useful to the Universities Division. We see particular problems in applying cost-benefit or cost-effectiveness analyses to universities; some of these problems have already been referred to in Section III, "The Balance of Public and Private Support". By the very nature of the cost analysis (as distinct from the benefit estimation) in program budget format, all costs are allocated to each program. Such a procedure would tend to replicate some of the serious inadequacies of the existing formula weighting system if programs were defined in student-program terms (e.g. the cost of educating an arts graduate or as a sub-program an economics major).

In order to provide adequate budgetary flexibility and stability to the universities and to ensure responsible expenditure of the public monies, we recommend *that the Universities Division fund each university on the basis of specific allocations by budget category.*

We recommend *that the following categories of expenditures be used:*

1. *First Claims*
2. *Maintenance Expenditures*
3. *Ancillary Services*
4. *Administration – Academic*
5. *Administrative Support Services*
6. *Research*
7. *Academic Costs*
8. *Community Service*
9. *Capital Costs*

The designation and choice of categories was based generally on whether a category of expenditures was reasonably homogeneous and therefore amenable to objective evaluation either in terms of workload indices or formula indices.

1. *First Claims*

As in the present funding procedure there will be a category of First Claims. These claims relate to fixed obligations, such as interest on debentures, sinking funds for retirement of debt, etc.

2. *Maintenance Expenditures*

All expenditures for plant maintenance and grounds upkeep will be separately and specifically funded. All non-academic staff engaged in these activities will be identified in this budget category. To a large extent there should be uniformity in workload standards for plant maintenance in post-secondary institutions.

3. *Ancillary Services*

Revenues and expenditures in ancillary services, such as food services, residences, and book stores, will be separately identified in the budget submissions. To the extent that service charges or recoveries do not meet expenditures the subsidies or short falls will be examined and justified.

4. *Administration – Academic*

The costs of academic administration will be identified in each university submission. These costs will include the salaries and support services of university officials from deans through to the president.

5. *Administrative Support Services.*

The costs of central record keeping, registrar's office, and student support services (excepting ancillary services above) will be clearly identified. All post-secondary, system-wide support facilities and services, such as libraries and computers, will be included in this category. The Commission on Post-Secondary Education may establish Task Forces to study and recommend on standards for the efficient and economical use of these facilities and services, where possible through joint planning and utilization by all post-secondary institutions. The Commission through its budget approvals and allocations can act to implement the recommendations of these Task Forces.

6. *Research*

The universities shall prepare a research budget as part of their submission. It shall show all research funds received by staff members of the university and shall identify all research overhead costs, including where appropriate estimates for space utilization, computer utilization, library resources, salaries of research assistants and technicians, etc.

The universities shall prepare a research program plan which will, among other things, identify research priorities, develop criteria for the acceptance or rejection of research commitments on the part of staff and indicate likely future commitments arising from contract research projects which have terminal dates. *(See also chapter 2, "The Universities" p. 30)*. This plan shall be made available for the information of the Commission on Post Secondary Education which shall be consulted on plan refinement and revision.

7. *Academic costs*

Academic costs are the direct variable costs of instruction: academic staff salaries, instructional aids and supplies, and teaching support services (laboratory assistants, teaching assistants). Costs in this category shall not include administrative costs (as identified above), research costs[16] or space maintenance costs.

The Task Force recommends *that academic costs be financed through a formula based on weighted student numbers related to a cost study conducted for each university and revised triennially.*

Since other costs have not been included, the revised academic formulae will not have as wide a differential in student-program costs as our present formula and therefore should not have more than five, or possibly six, academic program weightings for the University of Manitoba, and fewer for the Universities of Winnipeg and Brandon.

Under these proposals university financial support will not be as sensitive to fluctuations in student enrolments, since only a portion (approximately 50 per cent) of university grants will be directly determined by student numbers and mix. Because of this and because of the difficulties of accurately forecasting student enrolment, we propose that actual enrolments in the different academic programs be used to calculate funding levels for these programs. For funding purposes student fee income would be considered in setting the net support cost.

Instructional costs for the standard academic programs need not be the only ones considered. Those students who require instructional support such as tutoring or special aids may be given an appropriate additional weight for the allocation of funds.

There should also be a special earmarked allocation within this category for recycling of funds for innovational work in academic programs, 3 per cent or so of the academic budget (see chapter 5, "Learning and Teaching," p. 78).

8. *Community Service*

The universities shall identify costs associated with community service for separate funding by the Universities Division and for approval by the Commission Board. Only those services or facilities which are performed or offered without special compensation or user fees will be recognized for funding under this category.

Some services or facility uses which might receive special funding under this category are:

i. Library services: If universities extend borrowing privileges to the general public and consequently meet a public service demand they would be entitled to additional funding to compensate for additional costs. If the university libraries complement or substitute for community library facilities or resources they might be eligible for additional funding. A cross-funding arrangement with public libraries could be worked out through the Department of Tourism, Recreation, and Cultural Affairs.

ii. Facilities space: If the universities extend or offer the use of their facilities to the public without special charges they could request special financial support for these services to compensate for any additional costs. Use of university facilities and buildings by members of the public should be encouraged, especially during the long summer breaks when classroom and dormitory facilities are underused. Universities as well as other post-secondary institutions should co-operate in offering facilities for use by the District and Area Committees as proposed in chapter four.

Because of the likelihood of the joint use of facilities, it is suggested that the Community Service category of the universities budget be reviewed and approved by the full Commission Board.

iii. Computer facilities: These expensive facilities can best be rationalized through joint use and planning (see above, "Administrative Support Services"). Because of the possibility of extending access to those facilities both within the Universities Division and between the Universities, Colleges, and Regional Divisions, special funding or cost sharing could be allowed under the Community Service category as approved by the Commission.

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[16] These are project research costs which are supported through special funding or external funding (see above). Since teaching and research activities by academic staff are not separable except by arbitrary divisions, teaching and research activities should generally be treated as joint products subsumed under academic activities in this category.

These examples are presented to show the kinds of services that could receive special funding under the Community Service category of the universities budget. Other examples could also be presented but the development of detailed guidelines and justifications of what should or should not be specially financed as Community Service is best left to the proposed Universities Division and the Board of the Commission on Post-Secondary Education.

9 *Capital Costs*

The universities will submit special requests for capital construction as under present procedures. These funds will be available for projects recommended by the Universities Division, approved by the Commission Board, and granted by the provincial government. The universities will prepare and maintain long-range plans for facilities development.

IMPLEMENTATION AND PLANNING

The implementation of the above recommendations will require revised accounting and auditing procedures, both for the universities and for the Universities Division which replaces the Universities Grants Commission. There will be a need to make detailed decisions on what specific costs will be included in one category or another but generally we feel that the above categories have understood meanings and the details of implementation should be readily resolved. In structuring the above budget categories, attention should be paid to the development of system-wide homogeneity for comparison and rationalization purposes as was mentioned in the case of maintenance expenditures, where, for instance, classroom space costs would be similar for universities and community colleges.

For recording purposes the universities and the Division will have to establish protocols for the allocation of costs by category. Once funds are disbursed by the Division, the universities will, as at present, determine the specific budgetary employment of the funds. It may be that certain budget categories will be overspent or underspent depending on special circumstances, exigencies, or unforseen developments. The universities will be responsible for a timely ex *post* accounting of the use of funds on the basis of the Division's budget categories.

We have suggested that the Universities Division not employ a program budgetting format in establishing budgetary controls over university expenditures. The universities themselves may wish to employ program budgetting techniques as part of an internal management information system. The Universities Division and the Commission Board will also have a broader planning role (see chapter 9, "Planning for Post-Secondary Education," and this role will have budget implications, particularly when the Division revises the student program weightings (no less than every three years) in consultation with the universities.

THE COLLEGES DIVISION

We have recommended elsewhere (chapter 7, "Participation, Accountability, and Governance", p. 107) that the three community colleges in Manitoba be removed from direct government control and established under independent boards which will request financing from the Colleges Division. As with the Universities Division, the Colleges Division will propose to the Commission Board a level of funding for the colleges.

We recommend *that the Colleges Division:*

a) *review and approve the budgets recommended by the boards of the institutions;*

b) *approve and allocate funds by budget category;*

c) *consider each college individually in the allocation process.*

The budget categories should be similar to but not necessarily identical with those used for the universities. We anticipate that most categories will be appropriate for the colleges. The similarity in budget categories will facilitate cost-effectiveness comparisons between colleges and universities, particularly in those activities susceptible to objective work-load or formula comparisons. Academic or instructional costs should be specifically funded and a limited number, no more than three or four, of student-program formula weightings should be developed to finance the instructional costs of each college according to actual enrolments. Requests for special funds for Community Service should be subject to final approval by the Commission.

THE REGIONAL AFFAIRS DIVISION

The following financing recommendations are to be accepted as guidelines for the future financing of the decentralized regional structure described in chapter four.

The Task Force recommends *that the Regional Affairs Division assess the requests of the regional boards and recommend the resource needs of each region in financing its post-secondary programs.*

This Division will have the basic responsibility of allocating funds among the regions. Since these programs will not be institutionally based, in contrast to university and college programs, we do not propose a budget format employing categories.

In addition to the difficulties of categorizing cost, it will also be difficult, and undesirable to some extent, to standardize programs because of the non-traditional and innovative possibilities of program development.

Programs will be initiated by the district and area committees of the regions. The identification of needs can range over a wide spectrum of educational opportunities (see chapter 4 "The Regional Organization"). The Commission will assess the overall request for programs in terms of funding requirements before making requests to the Regional Affairs Division. In this respect, the Regional Boards will function in an analogous manner to the boards of the universities and colleges in presenting their initial asking budgets to their respective Divisions.

The funds subsequently recommended by the Commission Board and voted by the government will be allocated to the regions by the Regional Affairs Division. The Regional Boards will distribute these funds on a non-category basis to the various areas and/or districts in the region. The District Committees will determine the precise use of the resources so allocated according to the local determination of needs. In short, the District (and where appropriate, the Area) Committees will establish their own priorities in the allocation and use of funds budgetted to the District Committees. As explained in chapter four, the District Committees may contract for delivery of credit programs by the colleges and universities, contract with other educational institutions for delivery of programs, and organize their own programs or courses utilizing local facilities and resource people. The District and Area Committees will be accountable for the expenditure of funds to the Regional Boards, who will evaluate the committee's programs for funding purposes. However, the Regional Boards will not control the continuing operations of the District and Area Committees.

In some instances the Area Committees may purchase or arrange for delivery of services for their District Committees, that is, for the joint use of programs if there are economies or cost spreading advantages. For example, the purchase of video-tape courses could perhaps be better arranged by the Area Committee if this meets the needs of the districts. In other instances the Area Committees may contract for the development of video-tape courses. For those programs which require an initial expenditure of funds the responsibility may best reside with the Regional Board or even with the Regional Affairs Division. The Focus Program of the Department of Education which is developing video-tape university level courses is an example of the kind of program that could be contracted for by a district, a region or by the Division.

The Regional Affairs Division, the Regional Boards, the Area and District Committees will have a major responsibility in broadening access to post-secondary education, particularly for people over twenty-four and for the large segment of Manitoba's population geographically or psychologically remote from the existing post-secondary institutions. The District and Area Committees will identify needs in the locality and structure their programs to meet these needs. The financing system we are recommending should ensure that the funding structure will be sufficiently flexible to encourage the development of a full range of services.

RECOMMENDATIONS

1. that there be no substantial increase in tuition levels for post-secondary students. p. 152.

2. that more generous bursary allowances be given to those students with the greatest financial need. p. 152.

3. that loan funds be available to students on an individual contract basis without an assessment of family resources. To this end the government of Manitoba should negotiate with the federal government for a liberalization of eligibility criteria under the Canada Student Loan Plan. p. 152.

4. that the criteria for assessing independent status be determined by taking into account the following factors in combination: separate parent-student domiciles, a student's spending one or two years either in the labour force or involved in activities other than formal study at a post-secondary institution, and his being over 20 years of age. p. 153.

5. that applicants for aid from the Manitoba Student Aid Plan be notified in the spring before the end of term of the minimum amount of aid they may expect to receive for the following academic year. p. 153.

6. that there be a common application for student aid from the Department of Colleges and Universities Affairs or its successor, the Department of Post-Secondary Education, and the Department of Health and Social Development, with the appropriate recovery being made from the federal government by the administrators of the provincial student aid plan. p. 153.

7. that any person taking a post-secondary course on a full- or part-time basis be considered eligible for aid, regardless of their choice of institution. p. 154.

8. that a Public Board be established to be responsible for:

a) proposing policy objectives for student aid programs;

b) recommending the criteria for meeting those objectives;

c) evaluating the effect of the aid programs on accessibility;

d) hearing student appeals.

The Board should be broadly representative of the community, including students, and should be directly responsible to the Minister. p. 154.

9. that the Board of the Commission on Post-Secondary Education be responsible for:

a) proposing to the Minister the level of provincial financial support for post-secondary education;

b) allocating these funds among the three major Divisions of the System: Universities, Colleges and Regional Affairs. p. 158.

10. that the Divisions of the Commission assess and establish the allocation within each Division. p. 158.

11. that the Universities Division fund each university on the basis of specific allocations by budget category. p. 159.

12. that the following categories of expenditures be used:

1) First Claims
2) Maintenance Expenditures
3) Ancillary Services
4) Administration — Academic
5) Administrative Support Services
6) Research
7) Academic Costs
8) Community Service
9) Capital Costs

p. 159.

13. that academic costs be financed through a formula based on weighted student numbers related to a cost study conducted for each university and revised triennially. p. 160.

14. that the Colleges Division:

a) review and approve the budgets recommended by the boards of the institutions;

b) approve and allocate funds by budget category;

c) consider each college individually in the allocation process. p. 161.

15. that the Regional Affairs Division assess the requests of the regional boards and recommend the resource needs of each region in financing its post-secondary programs. p. 161.

Second Anniversary, Summer 1976

A Scenario

In the early summer of 1976 Mrs. Helen Carley has come to Winnipeg for a meeting of the Colleges Division of the Commission for Post-Secondary Education. She finds herself having to attend a lot of meetings for she is also a member of the Commission Board and a citizen appointee to the Assiniboine Community College Board.

She has taken an active interest in the College as she is herself a graduate and believes strongly in the value of the colleges and in their responsibility for the education of all age groups. On her way into the city she gave a lift to Mr. Howard Legros who holds a similar position as a member of the Regional Affairs Division. The three Divisions had arranged to have meetings preceding the Commission Board meeting the next day.

Mrs. Carley and Mr. Legros had spent the two hours of their drive to Winnipeg in profitable discussion of one of the major items on the agenda of both their Division Boards: exactly how did the extension work of the colleges fit in with the needs of the Regions? There were rumours that a canny gentleman in one of the colleges had worked out a plan for getting double funding for his pet project. He had managed to obtain funds through his college for his extension program; and he had then very nicely arranged with a District interested in piloting his courses to pick up a good bit of the bill. In this way he was able to get a little more staff, a good deal more clerical help, and various other unnamed goodies for the project. Though Mrs. Carley and Mr. Legros were not unsympathetic with his motives, both could see the dangers involved unless there was some clarification of who paid for what. "I am sure the universities must be running into the same kinds of problems," said Mr. Legros.

"Oh, yes," said Mrs. Carley. "Dr. Brown – you know he's due to go off the Commission this year; he was appointed to fill out a two-year term when we were first set up – anyway, Dr. Brown mentioned that Brandon University had raised exactly the same question. They talked about it at the Universities Division meeting last month and thought they should have a committee study the whole business for the universities."

"Just like the universities," said Mr. Legros. "Did old man Smythe let them get away with thinking only about themselves?"

Mrs. Carley laughed. "Dr. Brown said both the chairman of the Commission and our trusty executive secretary, Chuck Smythe, clipped them on that one. The Commission Board won't fund the study unless our Divisions are represented. After all, we ran into the problem first and it certainly affects you in the Regional Affairs Division from both angles. You have to negotiate with the colleges and the universities."

"We sure do. And the Instructional Programs section should get a finger in. We'll probably get an outside 'expert' in for advice too, don't you think?"

"Naturally. Whoever heard of a committee without an outside expert? From Saskatchewan, probably. They've had quite a lot of experience with this kind of thing."

Mrs. Carley was coming to the meeting prepared to discuss another matter dear to her heart – the community college libraries.

"It's all very well to tell us we should be sharing with the universities," she complained to Mr. Legros, "but their collections are altogether different from ours. O.K. we want our students to read widely, they should have access to the humanities and so on. And the really advanced books they can get from the university libraries – though it's not that easy to break the barrier, believe me. University libraries can be pretty intimidating for our people – but we need a different kind of collection. Maybe we need different kinds of librarians than the universities do, too. So many of our students are part-time people; lots of them are not what you'd call readers. They need material that suits them, right down to earth."

"I suppose you'll be going after the Commission Board for a new kind of funding for your libraries," Mr. Legros commented. "When you do, think about us, working in the Regions. Maybe we can work out a scheme that will give us better service for our programs. And better support for our local libraries. God knows they need it."

(At the meeting later in the day the Colleges Division Chairman was instructed "to ask the staff of the Commission to undertake a study on the need for setting up a committee to inquire into and make recommendations on Library Rationalization in Post-Secondary Institutions in Manitoba." On their drive home Mrs. Carley was a little browned off. She said she was sick and tired of asking people to study the need for doing something that as plain as the nose on your face needed to be done.)

The Chairman of the Commission was finding that his job was no sinecure. It was taking far more than the eight hours of a normal working day. As he said to the Deputy Minister, there were so many things to keep track of and everything was so tied together that it was just too easy to let himself get bogged down in the detail and forget a major reason for the existence of the Commission: to work for an integrated and encompassing system of post-secondary education without neglecting one segment of the population at the expense of others. He didn't have that many people working at the Commission level, so they had to be mighty competent. He'd been lucky in being able to recruit experienced, concerned staff who initially had come from the defunct Universities Grants Commission and from the former Department of Colleges and Universities Affairs.

The current meeting had been called partly to discuss the matters Mrs. Carley and Mr. Legros had been talking about on their trip into town but the most important item on the agenda, and one which might well take a full day or more of the two-day session, was to consider the academic, physical, and fiscal plans of the universities and colleges for the next five year period. The Divisions had asked their institutions to develop these plans; they had been presented to the respective Divisions and had there been worked over and meshed so that a composite plan was ready to present to the Commission Board. (The Regional Affairs Division was not yet far enough advanced to be able to present its prospectus in the same terms.)

The Chairman knew that much thought, time, and effort had gone into the preparation of the plans and that not only the Divisions but the individual universities and colleges were concerned about their reception. Budget for the next few years might well be determined by the attitude of the Board to these long term proposals and the Planning Office had worked closely with the institutional and Divisional planning committees so that there was some common ground before the final plans came before the Commission. Still, he suspected there would be much polite haggling and some important compromises before they evolved a plan for the system acceptable to all concerned. Having sat in on the Division meetings he knew where the points of friction would be and, with the assistance of his staff, he had a body of information to add to his innate tact.

Tact, a prodigious memory, and the stamina to sit through long meetings are three important requirements for his position. He remembers, partly with humour and partly with dismay, the Universities Division sessions at which the University of Manitoba had submitted a request for the approval of a prairie community development program and had been turned down on the basis that Brandon University (which had only just begun to plan for it) should carry the only such program in the province. The Commission Chairman was glad he was a non-voting member of the Division Board. In the face of their strong feelings over the issue, only in that way, he felt, could he have retained the confidence of the faculty at the University of Manitoba who had developed the program.

As a matter of fact, the issue of program evaluation is one that the Universities Division must deal with immediately. The Division is itself dissatisfied with its procedures for assessing proposed undergraduate programs. Dr. Lesser, of the University of Manitoba, had been entirely confident that her program, which was completely ready to go, would be approved. She had even placed orders for books and spoken to interested staff, and was utterly taken aback when, after its acceptance by both Senate and Board, the Division refused to approve it. As a result of this debacle, the Division has set up an *ad hoc* committee to develop a satisfactory procedure for the appraisal of proposed undergraduate programs. A representative from each of the universities, a staff member from the Instructional Programs Section, and Chuck Smythe are acting on the committee. (It's a small committee, will not cost more than the expense money for a few meetings, so it will be paid for by the Division.) It is likely to come up with a two-step appraisal. As a first step the university may have to bring to the Division an outline of any proposed program, which could be approved in principle whereupon the university could develop it in detail, or it could be rejected out of hand and save everyone a lot of wasted effort and greater disappointment later.

The Commission Board and the Divisions make considerable use of *ad hoc* committees. They are fine instruments for dealing with short term problems and they have the additional advantage of providing excellent experience for those involved at all levels of the system. Both Mrs. Carley and Mr. Legros can testify that they learned more from serving on various short term committees than from the infrequent Board meetings.

Several questions, however, have called for longer, more intensive study than these short term committees could undertake. For example, the Commission Board meeting this month would hear an interim report from a committee doing an intensive and extensive study of the educational program needed to supply personnel for the Health Services in the province. With changes in health care and the delivery of health services and with the universities, community colleges, Districts, and Regions all offering different kinds of programs in this sector, such a study seemed essential. A fifteen member committee, representative of the various segments of health services and of the recipients of these services, has been working for a year and has made at least one interim report to its two funding agencies, the Department of Health and the Commission on Post-Secondary Education.

"I suppose you could call it an *ad hoc* committee," Mr. Smythe, executive secretary of the Commission, explained to the press, "but it really operates more like a Task Force. It has a budget of about $40,000 and its own research staff. We are hoping, on the Commission, that it is the forerunner of several similar committees that will study other sectors. Which ones? Well, of course, that's the kind of decision that has to be made at several levels since the studies go beyond just post-secondary education. It's a government decision, a universities' decision, a colleges' decision; it involves professional organizations. We're just beginning to work now, as a first step, with staff from the colleges and universities to develop some kind of agreement on order, procedure, and so on. Could I be more definite? I imagine you could figure out for yourselves that perhaps teaching, and legal services might be considered. There's been some flack lately from the business world about what educational institutions are doing to provide adequate manpower (and a lot of woman power) for careers in business. Maybe that's an area an in-depth committee should be looking at. Have you talked to the Chairman? Or to the Minister?"

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Professor Planner is a member of the University of Manitoba Planning Committee and represents the University on another *ad hoc* committee that has spent many long and productive meetings working out a set of space standards and cost standards. All the universities and colleges have contributed to the cogitations of this committee which was set up by the Support Services and Physical Facilities Section of the Commission. After much consideration and modification at the institutional and Division levels the standards were accepted by the institutions on the understanding that they would be subject to review every three years. The standards would be used by the institutions as a guide for the budgetting of maintenance, renovation, and building costs, and requests for funding. Professor Planner has found the meetings personally and professionally valuable. They have, he has told his colleagues, helped him gain a much better understanding of the problems of the two smaller universities and have brought him into contact, really for the first time, with the community colleges. He has gained an appreciation of their contribution to post-secondary education. He confessed recently over morning coffee that he is probably a little less of an academic snob because of his association with his colleagues in different areas of post-secondary education.

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At the Colleges Division meeting prior to the Commission Board meeting Mrs. Carley was able to talk over some of the other matters vexing the community colleges. Those institutions, of course, had undergone more changes than the universities during the past two years, partly because of the increased voice given them in running their own affairs, partly because of the readjustments made necessary by their growing contribution through the Regional Affairs organization, partly by the shift of emphasis in federal Manpower training programs.

Mrs. Carley's colleague from Keewatin Community College is a member of the College staff, Mrs. Luba Lemke, who has been there since the new Practical Nursing program went into full operation. Mrs. Lemke assures Mrs. Carley that an advisory committee has been set up, though it wasn't easy to find appropriate people in the community who had had practical nursing training themselves. There are, however, she says, plenty of people both in the town and on the reservations who know what they need and want from practical nurses trained at The Pas and she and her staff were determined that their graduates would meet those specific needs as well as the provincial licensing requirements. "Did you know that a couple of men have enrolled in our course? We could do with more in our part of the country. No, the Forest Technology course hasn't started yet. In a couple of months. Everyone wants to be absolutely sure that it is dead on when it does get going. We've got a couple of good people lined up as instructors, or so I hear. It's not exactly my field!"

The Board member from Red River chimes in with his comments regarding the new two year Conservation program at his College. It is also a technology. It took a long time to get going, almost a year after it was approved. "Only fifteen students in it right now, but they're good. I hope the course satisfies them. Two or three of them have had experience in the field and they're not about to put up with inadequate or out-of-date teaching. Did you hear that we are asking the Division for the right to raise admission standards in Business Administration? We're getting more applicants than we can handle. We're busy working out a better deal with the universities for a transfer of students who want to go on to a degree course. I'm on the joint committee of the Colleges and Universities Divisions that's taking a long look at the whole business of admission requirements and transfers. We've got high school people on the committee, too, and we're using the services of the Commission's Instructional Programs section who're doing a good job for us."

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The meetings of the Colleges and Regional Affairs Divisions are over. The Commission Board has had two days of intensive discussion and decision making and its members are returning to their several constituencies. Mr. Guigliani, a citizen member of the University of Winnipeg Board, who is a member of the Universities Division and on the Commission Board, had to book off work for three days. The per diem allowance for attending the meetings does not quite cover his loss of pay but he finds his service with the Commission interesting and accepts the financial loss as part of his service to the community. At least the per diem allowance makes it possible for him to make his contribution to post-secondary education, a valuable contribution in that he brings a unique point of view to all three bodies on which he serves. He has made himself knowledgeable about the affairs of the universities, not merely the one on whose Board he sits, and speaks to the point with humour and common sense.

Mrs. Lemke has kept before both the Division and the Commission Board the needs of the North. She has been ably supported by a representative of the Regional Affairs Division, Mr. Moose, who was a prime mover in forming the first District in the NorMan Region and who, though less vocal than Mrs. Lemke or Mr. Guigliani, says what he has to say with the authority of knowing and having lived in the Region all his life.

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The Region of NorMan now has six Districts and its own co-ordinator and Regional Board. Another Region has just been recognized in Winnipeg where three Districts are operating, one of them a francophone District. Neepawa, Portage la Prairie, and Pinawa have energetic working Districts and several others of varying sizes are in the process of development.

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The universities have had a modest growth during the two years of the Commission's existence. The University of Manitoba is approaching its suggested full-time enrolment of 15,000; serious thoughts are being given to plans for keeping it there. Winnipeg and Brandon, through the joint committee on admissions, have come up with some interesting ideas on the subject but none so far has been entirely satisfactory to the University of Manitoba, to the Universities Division, or to the Commission Board. The committee is working on the problem. The University of Manitoba is making a fine contribution to overall planning through the planning and research branch of the Commission.

Brandon University, although small, feels more secure than it did a few years ago, as the new financing formula insures its continued existence. It is showing imagination and initiative in taking its programs out into the community and in working with Assiniboine Community College to provide for regional demands.

The University of Winnipeg has developed excellent procedures for the provision of university level courses to part-time students and has shown the greatest relative growth in enrolment. It continues to fight for an extension of its honours and graduate programs and has a case prepared which it plans to present to the next Universities Division meeting.

The colleges? As Mrs. Carley remarked to Mr. Legros on the homeward trip, they have not grown as much as was predicted when university enrolments began to shrink but maybe that's not a bad thing. It is giving them time to develop an identity of their own. Perhaps in due time they will indeed be what their name calls them, community colleges, colleges serving their communities. Right now they are doing a pretty good job within the limits laid down for them. They are just beginning to feel the benefits of the bit of independence they have won. A good sign is the interest their graduates are taking in them and the pride students and staff are showing in their respective institutions.

Mrs. Carley herself feels more comfortable at Assiniboine and Keewatin than at Red River which is too big for her taste; but she realizes that probably one big central college is necessary to serve a large population centre like Winnipeg and to offer those courses which are too expensive to duplicate. "The colleges," she added, "are pretty important institutions, and don't ever let us forget it. The Regional Affairs Division knows how important the colleges are, believe me. You use the colleges more than any other resource in the province, don't you?"

Mr. Legros agreed. "Yes, ma'am. Take your college, Assiniboine. It can come up with a course we ask for pretty quick. No rigmarole about it. We say we want something on small appliance repairs one afternoon a week for about twenty ladies, you know, the gals who like to look after things in their kitchen. In a month we get a course on small appliance repairs. That's good. Quick response, that's what we like."

Not that the colleges don't have their problems but they are learning to cope with them, using internal as well as external strengths.

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Mr. Able and Miss Charles worked in the Department of Colleges and Universities Affairs. Mr. Able is still with the Department of Post-Secondary Education doing essentially the same job he did before the Commission was established. Miss Charles is now at Red River Community College where she too is doing essentially the same job as she did before, except that she at least feels that she has a little more personal authority than she did in the Department. Mrs. Zelowich has gone to the Commission on Post-Secondary Education. She finds her work in the Universities Division interesting and is enjoying the change she had dreaded. Mr. Maurice, Mr. Tronto, and Miss Laflèche, also formerly with the Department, are working respectively for the Colleges Division, the Commission, and the Regional Affairs Division. Almost no new staff was added when the Commission was formed. Normal attrition through retirements and resignations has permitted the hiring of specially trained men and women but the changes that have taken place over the two years since the legislation was passed have not built up a huge bureaucracy, a fact perhaps disappointing to those who prophesied a heavy superstructure of highly paid civil servants. Undoubtedly, as the years go on and post-secondary education becomes as much a part of the social and cultural picture as elementary and secondary education are now, additional staff will be needed. But the regional system is growing slowly and in response to the interest shown through the province. Most of its staff is likely to be in the Regions and in the Districts and Areas. Mrs. Sawatzky, who was instrumental in forming the first District in her Region, is never going to be a bureaucrat; Mrs. Carley, Mr. Legros, Mr. Guigliani, and their colleagues give freely of their time and receive only token recompense for their attendance at Commission meetings. "So much," said Mrs. Carley, replying to her neighbour's echo of a newspaper editorial "so much for this fabulous bureaucracy. Do I look like a bureaucrat to you?"

Postscript

TERMS OF REFERENCE

The Task Force on Post-Secondary Education in Manitoba began its work in February 1972. Its assignment, established by the Cabinet on the recommendation of the Minister of Colleges and Universities Affairs, the Honourable Saul Miller, was to undertake a study and prepare a report according to the following terms of reference:

To survey the educational needs of Manitoba in relation to post-secondary education, to assess the adequacy of existing facilities and resources for fulfiling those needs, and to make recommendations for post-secondary development and the institutional arrangements by which this development may best be achieved. More particularly,

1. to review the current operations and development plans of universities, community colleges, and other institutions and agencies offering post-secondary education in Manitoba;
2. to assess the adequacy of continuing education facilities offered by post-secondary institutions;
3. to assess the future demand for post-secondary education and the directions this demand may take;
4. to assess the needs of Manitoba society for the knowledge and skills that may be derived from various kinds of post-secondary education;
5. to evaluate the division of functions and responsibilities among various post-secondary institutions and to propose means of improving inter-institutional co-ordination and co-operation;
6. to examine the relationship between post-secondary institutions and government;
7. to propose means by which post-secondary education may become more accessible to Manitoba residents and better adapted to the needs of various social, cultural, and economic groups in the province, especially those now disadvantaged;
8. to review the costs of post-secondary education and to propose means by which the quality, variety, and range of this education may most economically be developed;
9. to review the relationships between secondary and post-secondary sectors of education in Manitoba;
10. to evaluate the role of research in post-secondary institutions and to suggest means for its support and development;
11. to examine developments in learning and teaching methods and to assess their applicability to the different kinds of post-secondary education needed in Manitoba;
12. to evaluate various modes of providing post-secondary education with a view to meeting the needs of both full-time and part-time students and maximizing the use of resources throughout the calendar year.

THE TASK FORCE INTERPRETATION OF ITS MANDATE

During its early meetings in the spring of 1972, the Task Force decided on the way it would go about fulfilling its mandate.

1. Its enquiry could not be based on elaborate research but must rely on the assembling of information from existing documents, from briefs, from meetings with those involved in post-secondary education in government, as administrators, teachers and professors, students, former students, members of community groups, those with particular needs and problems, other interested in contributing to its deliberations.

2. It should attempt to weigh the strengths and weaknesses of the post-secondary system as they emerged from the material and information collected. It should identify areas in which changes were needed and make judgments on priorities in making changes. The Task Force should in general sketch the kind of change it believed necessary without providing a detailed prescription.

3. It should make proposals for implementing suggested changes. These proposals should specify the bodies, existing or new, which should be responsible for making detailed plans and for carrying them out. There should be when necessary proposals for further more detailed study of certain complex issues.

4. A preliminary draft of the Task Force report should be circulated among those concerned with post-secondary education in Manitoba, those who had presented briefs and in other ways communicated with the Task Force, and those responsible for post-secondary education. Feedback from these sources should be used to make the proposals of the final report credible and workable.

5. The final report should then be prepared and submitted to the Minister to be made public.

WORKING GUIDELINES

Two working guidelines were established at the preliminary meetings held to explore the implications of the mandate. The first of these was a working definition of post-secondary education.

At first glance, post-secondary education seems to mean study by those who have finished high school and are attending a university or community college. Closer examination reveals a series of paradoxes.

1. The Task Force cannot restrict its attention to those who have finished high school, for some community college programs and some courses provided by university extension departments are geared to the needs of persons who may have only primary education or a year or two of high school.

2. The Task Force cannot study only the universities and community colleges, for their activities merge imperceptibly into those provided by trade schools, voluntary associations involved in continuing education, museums and art galleries, company training programs and laboratories.

3. The Task Force cannot look only at teaching, for the universities are also concerned with research.

There are other important reasons for accepting a broad interpretation of post-secondary education. The Task Force must be concerned not only with educational opportunities that *are* provided, but with those that *might* be; not only with those whose needs *are* being met by the existing post-secondary institutions and the programs they provide but with those whose needs are *not* being met. The Task Force believes that post-secondary education must adapt itself to people's needs, rather than people adapting themselves to the existing post-secondary system. This implies a look beyond the boundaries that existing institutions set for themselves and attention to social and individual needs that are not yet satisfied.

In sum, we consider post-secondary education to be the provision for study and research that should be made for persons who have left school, so that their needs for personal development and society's needs for knowledge and skills can be better satisfied.

The second guideline was an agreement that post-secondary education should be seen as a single system rather than as a series of separate elements, i.e. universities, community colleges, continuing education.

PROCEDURES

Following the establishment of guidelines came meetings with the Minister, with officials of the Department of Universities and Colleges, with administrators, staff associations, and student associations in the universities and the colleges. Staff was engaged, and information gathering was begun. Briefs were solicited and hearings held.

Appendix I — A Summary of Briefs, describes in some detail the briefs submitted and contacts made with individuals and groups.

In January, 1973, the Task Force published seven position papers, the summary of briefs and a background paper, *The Problems of Post-Secondary Education for Manitoba Indians and Metis*. Copies were distributed among interested groups and individuals and many valuable criticisms and comments were received during the next two months. Further meetings were held with groups requesting them and work on the final draft was begun.

By July 30, 1973, the final draft was presented to the Minister and the work of the Task Force came to an end.

MEMBERS AND STAFF

The Task Force was composed of the following members:

Michael Oliver (Chairman)
Meyer Brownstone
William Clarke
A. Marino Kristjanson
Horace Patterson
Sybil Shack
Kay Sigurjonsson

All members had lived in Manitoba; four of the seven at present reside and work in other provinces.

The Task Force engaged Mr. James Campbell as Executive-Secretary and Research Director. Mr. Campbel had had experience with a public enquiry as a member of the Advisory Committee on Central Drug Purchasing and Distribution. Mrs. Diane Tyler, formerly with the Registrar's Office at the University of Manitoba, was appointed first as Mr. Campbell's assistant and later as Secretary of the Task Force. During the summer of 1972, a small additional staff was engaged to prepare background material and summaries of documents. In March 1973, Mrs. Jan Morgan agreed to act as editor of the final report bringing to her work experience in schools, universities, and government service. Members of the Task Force are grateful for the help and support they received from all those who worked with them.

In submitting its final report, the Task Force would like to express its appreciation to a large number of people who provided us with suggestions and advice. Unfortunately they are too numerous to mention individually. They may recognize their ideas in our report but are in no way responsible for the use we have made of their help.

Summary of Briefs

Introduction:

METHODS BY WHICH BRIEFS WERE COLLECTED

In general, individuals who contacted the Task Force received a prepared statement on post-secondary education as well as a set of questions to guide the preparation of a brief. Task Force members agreed that in soliciting briefs and information it would be useful to identify groups and associations and to contact these groups and outline certain questions that could be the focus of their response. (APPENDIX IC)

The Task Force appealed to the community at-large in province-wide newspaper advertisements. Several advertisements appeared in local ethnic newspapers (a total of 14), in *The Winnipeg Tribune*, *The Winnipeg Free Press*, and in a large number of rural newspapers. (APPENDIX IB)

Meetings were also a means of soliciting public opinion. The Task Force met with individuals and groups that requested a hearing; it contacted those groups intimately connected with the post-secondary educational system — university and community college administrators, faculty, and students.

We received a total of 79 briefs. Often one group, such as UMSU or the Alumni Association, made several written presentations and, in addition, met with the Task Force. There were approximately six oral presentations (where no prepared brief was submitted in conjunction with the meeting). (APPENDIX IA)

All the briefs are on file in the provincial library where they are open to public scrutiny, and may be consulted or copied for cost.

WHO REPLIED?

The Task Force had hoped to attract response from rural Manitoba by advertising in various community newspapers. Rural response was, however, limited to a few private briefs and to information supplied by education committees and institutions in Neepawa, The Pas (KCC), and St. Laurent (Louis Riel Industrial Park).

The absence of a response from Manitoba ethnic groups may suggest that ethnicity is not a formidable factor in considering, for example, participation in post-secondary education and that ethnic groups so far as post-secondary education is concerned have similar aspirations.

The Task Force was concerned that inarticulate groups in the province would not respond to advertisements and pondered the problem of inviting opinions from these groups. It was hoped that the needs and problems of these people would be identified in submissions from organizations and groups concerned for the welfare of the poor, the illiterate, and the geographically isolated.

Of 65 organizations contacted, only 27 prepared submissions or met with the Task Force. Copies of the Terms of Reference of the Task Force, along with a list of questions and a statement on post-secondary education, were sent to 39 other groups and individuals. There were seven replies from this second grouping. Time constraints may have served to limit the number of submissions.

The briefs received by the Task Force identified diverse opinions, as well as areas of broad social concern. A large number of briefs indicated accessibility and participation were subjects of primary importance. The problems of the disabled, Indian and Metis groups, northern residents, the academically and financially poor, and women were considered under the headings of accessibility and participation.

Continuing education was one of the most widely discussed issues in the collection of briefs. Professional education was a topic of some discussion — especially among professionals. Financing mechanisms were mentioned, but not very often nor to any great depth (with the possible exception of Black and Landry's brief). Curricula and research received considerable attention from students and private citizens. Relations between university and government was the topic of several briefs. The internal government of the university was the subject of two well-documented briefs — one from the University of Manitoba Faculty Association (UMFA) and the other from representatives of the University of Manitoba Students' Union (UMSU).

This paper condenses the arguments and recommendations contained in the written briefs and oral presentations.[1]

The Goal of Post-Secondary Education:

Few of the briefs submitted to the Task Force formulated a goal for post-secondary education. Among those which did two characteristic goal statements were noted: one dealt with the university in particular and one dealt with education in general; none attempted to define a role for post-secondary education specifically.

Statements of goals varied according to the nature of the brief and the nature of the organization submitting the brief. Where autonomy was highly prized, no goal save the pursuit of knowledge was recognized (UMFA) and yet within this role the university was viewed as being immanent within society, "a living and developing institution within a living and developing society of which it is an organic part." (UMFA on the Governance of the University of Manitoba).

Students were concerned with the quality of education as it affected them directly. Education, they felt, must be man-centred — "The individual must have the opportunity to decide what educational experience is best for him . . ." The ideal system would provide vocational training, liberal education, upgrading, socialization, improvement in personal skills, and would allow democratic participation in decision-making on issues involving the university community (UMSU 'White Paper'). Where the continuous growth and development of the individual was an area of some concern, the ideal educational process would be a preparation for life and work as well as a character-building experience (MTS, YMCA). Life-long learning was identified as one of the more important goals of the post-secondary educational system (MTS, UMSU, UMFA).

Professional associations had a propensity to regard the university as the training ground for professionals — placing great importance on certification and new graduate programs to serve professional needs. They did not tend to assign any general purpose to the post-secondary system as a whole.

There seemed, however, to be a general consensus among private individuals as to the role of post-secondary education in society — especially at the university level. Their view was that the university should encourage original thinking, train professionals, and create a community of scholars — in an attempt to perpetuate the 'traditional' role of the university.

Accessibility and Participation:

Accessibility and participation were discussed in numerous briefs. The issues centred around problems of women in post-secondary education, problems of native peoples, geographic barriers to post-secondary education, financial barriers, and problems of disabled persons.

Students and faculty were useful sources of information on accessibility. Students must cope with problems of access, and faculty, as teachers, have opinions on the type of person who should attend a university or community college. Students, however, tended to concentrate on the quality of teaching and curriculum (accessibility to what?), while faculty indicated that admission to the university should be based on academic grounds alone (UMFA).

Community college faculty indicated a desire to have some say in admissions policy. Subject counselling, adequate upgrading facilities, and job market surveys were suggested as ways to aid the student entering a post-secondary institution. But the application of 'equal opportunity for all' was unwise for it led to the false assumption that all people had 'equal abilities' (RRCCFA).

Results of a questionnaire circulated by the alumni association among its members indicated that the typical Manitoba alumnus agreed with faculty that inherent in allowing the university to become all things to all people there was a danger of lowering [academic] standards"[2] This role could be assigned to the community colleges (UM Alumni). The junior years might be offered at community colleges with possibly a certificate being given on completion of two years in a humanities curriculum (Meeting with Um Alumni).

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[1] This summary will not include any analysis of the official briefs submitted by the three universities or by St. Boniface College, St. John's College, or the Canadian Mennonite Bible College.

THE DISABLED, PHYSICALLY HANDICAPPED

Though some briefs from associations for the disabled discussed education in general terms (e.g. CNIB), others concentrated on specific problems of the disabled and suggested that post-secondary institutions review entrance requirements, allowing for a necessary flexibility of examination and teaching, and that therapeutic counsellors be employed to aid the disabled (Man. Association for Children with Learning Disabilities).

INDIAN AND METIS GROUPS

The focal point of briefs dealing with accessibility for native peoples was the joint submission received from the Manitoba Metis Federation and the Manitoba Indian Brotherhood. In addition, the Task Force met with Mr. Chartrand of the Federation, Vera Kirkness of the Brotherhood, and Professor Sealey of the University of Manitoba.

One of the main concerns of native leaders was the problem of primary education for native people — the native child was psychologically handicapped by the "failure syndrome". Absenteeism and drop-out rates were high in grade school and curriculum lacked relevance. With such a background, Indian and Metis groups were often eliminated from possible post-secondary education long before they reached secondary school. University admission requirements based on academic ability alone did nothing to alleviate this condition. The meagre $10,000 total special assistance available annually for Metis (and $10,000 for Indians) was also a source of complaint (MMF and MIB).[3]

While indicating some of the most serious educational problems faced by Indians and Metis, the brief also made recommendations which encompassed a wide variety of topics — school boards, instruction in native tongues, textbooks, curricula, and teacher training (Chartrand — addendum to submission). As well, the brief recommended a new variable in admission criteria based on a scale of "student potential" to make up for the inequities of the merit system. At the meeting with the Task Force, representatives indicated a strong desire to operate their own educational programs through funds from either the provincial or federal government and to continue projects such as Impacte.

Two briefs received from organizations working for the development of Manitoba's native population indicated the desirability of setting up a program in Manitoba similar to that of Saskatchewan NewStart which, operating with a considerable degree of autonomy, develops original programs for the under- and unemployed (Communities Economic Development Fund and Louis Riel Industrial Park).

Few professional groups stated their views on the needs of poor and native people in regard to admissions to the professions. The Manitoba Association of Registered Nurses was one of the few exceptions.

THE NORTH

Closely associated with the problems faced by Indians and Metis, but not identical to them, are the problems of northern residents. Numerous briefs mentioned this geographic barrier and several suggested ways of remdying this situation. One suggestion was to continue and to expand courses offered by the universities in the north and at the same time to overcome some of their major difficulties. These courses have been unable to attract a wide range of students (mostly teachers participated in the program and there are a limited number of local instructors available. The "Courses of the North" Executive felt that one solution to difficulties involved in planning and delivering courses would be to establish a fixed administrative facility in the north.

Alternative systems of delivery were suggested in many other briefs, for example: the use of ETV to extend geographic access (Low's proposed televersity; Horton's exposition on the use of A/V and films). Another brief recommended the use of ETV combined with extension courses, mobile classrooms, extensive bursary programs, expansion of residential facilities, and the establishment of another community college, perhaps sharing a building with an under-utilized regional high school (Man. Association of School Supts.). A private brief also suggested the expanded use of ETV along with northern-oriented credit and non-credit courses and programs offered on an extension basis, inter-institutional satellite basis, or else a fourth university with allowances made for transfer of credits (Currie).

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[2] At the Task Force meeting with the Alumni Association, representatives indicated that members of the Board of the Association could not reach an agreement on admission criteria. Some felt that entrance tests were class-biased and preferred a lottery system, while others favoured a quota system for identifiable groups.

[3] The Prince of Wales/Princess Anne Scholarship (provincial government) allots $10,000 to be administered by MIB for treaty students each year, for five years (beginning 1970-71). Treaty Indian students can receive federal government subsidy, consequently, the MIB donated the major portion of its provincial government student aid over the last two years to the MMF.

RURAL RESIDENTS

Rural areas are not being served by the post-secondary system in its present form. Some problems arise from the nature of the rural community itself — parochialism may keep students from commuting from one town to another where an extension course is being offered, perhaps one reason why regional high schools in rural areas are under-utilized. One recommendation was that a professor be assigned to teach correspondence courses to about ten rural students. A central information service could provide rural residents with information about post-secondary education (Man. School Superintendents, Meeting). A letter received from a rural housewife and mother of eight expressed a personal concern with problems of geographic accessibility and finance. The extended use of correspondence (home) courses was suggested as a means of increasing accessibility (Gagnon). Other suggestions were that fifteen courses taken by correspondence could count toward a degree [a wider range of correspondence courses would have to be made available] and that the prerequisites for a degree should be removed (Tanner). A decentralized 'paper' college modelled on the delivery system of the British Open University and designed to meet a broad range of educational needs, was suggested in one brief as a way to diminish circumstances which account for a lack of educational opportunity (Riddell).

ACADEMIC AND FINANCIAL ACCESSIBILITY

One complaint in regard to academic accessibility was that irrelevant university and community college admission requirements discriminated against disadvantaged groups and kept out students who could not cope academically but who needed a vocation (Manitoba School Superintendents).

One professional brief used a broader concept of accessibility in its discussions. Less emphasis should be given to essay-style assignments and exams, the brief suggested, and more emphasis placed on crash programs for disadvantaged persons at the university level. More self-instruction and less classroom teaching (especially lectures) would be desirable to allow students to work at their own pace (Can. Occupational Therapists).

A concept of universal accessibility was developed in several briefs. One in particular recommended abolishing entrance requirements for general education and, in vocational education, taking into account the nature of the tasks to be performed in associated jobs rather than non-job related factors such as education, sex, and age. Participation by workers could be encouraged by requiring employers to grant leaves-of-absence (with guarantees of job rights) to employees. Cells of personnel could assist individuals and groups initiating studies and help them to devise study programs (Black, Landry). Concepts of accessibility based on academic ability alone (e.g. Isaacs, UMFA) conflicted with Black's and Landry's program for 'universal accessibility'. Where education was considered a privilege, not a right, and intellect and commitment the basis of selection, it was urged that universities be selective in accepting students so that they might perpetuate the existence of a cultivated managerial and professional class (Isaacs).

Financial accessibility was discussed in several briefs. A private brief urged that tuition fees be frozen and student aid reduced or eliminated entirely (or both set on a sliding scale based on ability to pay). It continued, the student aid scheme should make bursaries and loans available to part-time students (Currie). This last recommendation appeared in many other briefs — indicating an area of some public concern.

THE PROFESSIONS

The professions were generally concerned with accessibility to a particular profession. They devoted less attention to the issue of who attends post-secondary education and more to the questions of who is qualified and how many graduates should be produced. Typical problems cited were those of limited enrolment and poor counselling (Physical Therapists) and of population distribution and geographic isolation involved in providing continuing education for practicing professionals (Dept. of Professional Studies, UM).

Of all the private briefs received, only one (received from an RN who had tried to obtain a BN degree) conveyed the frustration of an individual who had tried to climb the professional ladder. Members of one association felt, along with the nurse, that admissions to degree programs should take into account work experience and abilities. The attainment of formal certificates should not be a stumbling block to the upward mobility of a person with the necessary skills and abilities (Manitoba Hospital Association, Meeting). In general, however, the problem of vertical and horizontal mobility was not mentioned by professional groups or other persons concerned.

WOMEN

The last few years have seen a new awareness of the status of women in Canadian society — an awareness reflected in several briefs submitted to the Task Force. Three briefs in particular focussed on the problems faced by women wanting to enter or re-enter the post-secondary system.

The first brief discussed the needs of women students — especially mature and part-time students — and the degree of female participation on university staff. Recommendations included ETV at hours allowing both housewives and working women to take advantage of it, upgrading of salary levels and promotion at Manitoba colleges and universities if and where currently discriminatory, and a suggestion that the Manitoba government appoint more women to the boards of governors of the three universities (Currie).

The second submission delineated ways in which young women could be urged to attend post-secondary institutions and methods by which institutions might be encouraged to increase their enrolment of women students and the number of women on faculty. Since girls in high school often choose the wrong course of studies, universities and colleges should introduce admission preparation courses. For the benefit of young girls who have had difficulty in obtaining financial support, family application for bursary assistance should be made available where more than one dependent was interested in attending post-secondary education, and when the parent refuses information on family income, other methods of evaluation should be introduced. Another recommendation was that institutions actively advertise positions in programs traditionally taken by men and vice versa (Smith).

Finally, a private citizen who met with the Task Force made these suggestions: that better orientation and program information be available to students entering universities; that better and inexpensive day-care be provided; that student counselling be improved and tutoring services extended especially to mature students and disadvantaged groups (Ledgerwood).

CONCLUSION

Accessibility and participation are areas of some concern to the Manitoba public — especially as they affect disadvantaged groups. Continuing education — a co-ordinated system of life-long learning — may provide some solutions to the problems of accessibility and participation.

Continuing Education: A Growing Concern:

As the title of this section suggests, continuing education was one of the most widely discussed issues in the collection of briefs — apart from the universities and colleges submissions.[1] Closely related to improved accessibility, a co-ordinated system of continuing education opens doors to new educational experiences for adults in the work force seeking upgrading, for women, and for rural and northern residents unable to attend regular sessions.

In Manitoba, various voluntary organizations and professional associations offer courses to adults seeking new educational experiences or upgrading. Community schools, for example, are conducting a wide variety of courses in a regional setting (Neepawa and District Community Schools). Another organization currently providing continuing education programs indicated the need for research and projects to assess methods of providing continuing education to the province as a whole — especially to the urban poor and to rural residents. Co-ordination between various adult education agencies and a central information service were also needed. Divisional school boards, it was suggested, could make use of instructional space for adult education (Adult Educators).

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[1] Students and faculty, however, mentioned life-long learning as the present trend in education. The University and Community Council urged a provincially funded continuing education program. And Mr. Joseph of Keewatin Community College recommended the expansion of a learning resources centre.

Disabled persons and the elderly were mentioned in two separate briefs. One complained that continuing education was rarely geared to meet the problems of disabled persons (MACLD). The other recommended that the elderly be permitted to audit courses without charge and that day-time courses be specifically designed for the elderly (Age and Opportunity Centre).

On a broader basis, a publicly-supported program of continuing education was urged in a variety of briefs (e.g. Winnipeg and District Labour Council). A community planning group made recommendations dealing with citizen participation and education in urban planning such as education and financial public support for self-help and citizens' groups, city-wide lecture series on urban affairs; public support for the shared use of facilities for all types of post-secondary institutions; government outfitted buses to tour rural and urban areas with A/V displays on planning, urban affairs, and citizen participation (Community Planning Association).

Several private briefs also dealt with continuing education. Two in particular, one from a counsellor and one from a university administrator, developed a concept of life-long learning and made specific recommendations regarding a provincial program for continuing education in recognition of the growth in part-time and mature student enrolment at the universities.

Several workable suggestions were offered: a Division of Continuing Education could be established in each university; counselling and scheduling of classes could be improved to meet the needs of part-time students; 'modular programs' could be developed for professional upgrading (Hudson).[5] Present continuing education programs are not nearly comprehensive enough. Extension offerings by radio and TV should be expanded along with the use of libraries, local high school labs, resource persons from private business and the professions in remote areas, and staff from the colleges and universities to conduct short courses in remote areas. A Bachelor of Continuing Education degree could be awarded upon completion of the program (Smith).[6]

Continuing professional education was the focal point of several briefs from professional associations and from private citizens. The majority complained about the lack of public support for their programs or asked for continued support or progressive development of continuing professional education (Canadian Institute of Management, Physiotherapists, Land Surveyors, C.A.'s, Manitoba Association of Registered Nurses, Department of Professional Studies, Cawley's private brief).

In summary, briefs received by the Task Force indicated a definite public concern for the role of continuing education in the provincial post-secondary system. Life-long learning is becoming an articulate public demand.

The Professions

It should be clear by now that the professions have characteristic concerns. This section demonstrates the nature of these concerns by examining briefs submitted by university students; university and community college faculty, by the public-at-large, and by the professions themselves.

Students indicated that the role of the university has been to process and certify individuals for employers and for professional societies. To remedy this situation, more flexibility in planning individual programs was deemed necessary — to eliminate the present system of degrees and diplomas and replace them by records of courses taken and performance achieved. At the same time, students urged mobility upward as well as horizontal transferability among persons with professional skills (UMSU, first brief to the Task Force).

Several university alumni suggested that the technical-professional side of the university be integrated with the community colleges, a move which could leave the university in the role of liberal educator and remove its primary role as agent of certification (Alumni, UM — questionnaire results).

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[5] 'Modular programs', as defined by Dr. Hudson, are short and intensive programs similar to those currently offered by the Extension Division at the university.

[6] The 'University without walls' concept of continuing education is implied in a number of briefs — Hudson's bus classrooms, Smith's use of TV and radio, local resource persons, and Klassen's very specific suggestion for such a university.

FACULTY CONCERNS AS PROFESSIONALS

Briefs and meeting with the faculties of the University of Manitoba, the University of Winnipeg, and Brandon University indicated that university faculties viewed themselves as professionals; their concerns centred on the participation of faculty in university government, faculty work loads, the value of tenure, unionization, academic freedom. Only tangentially did any of the faculty associations touch on the problems faced by undergraduate students, or on the problems of curricula and of combining teaching and research. In one eight-page faculty brief, for example, seven pages were devoted to faculty concerns and approximately one page dealt with teaching methods and the problems of teaching-research (UW Faculty Association).

In both meetings and written briefs, community college faculty had many criticisms of the present system of operating the colleges – criticisms centring around Manpower domination, bureaucracy in college government (e.g. purchasing), teaching loads, hiring practices, faculty status and professional development, and self-interested administration (RRCCFA). This last issue constituted the faculty's major grievance. The brief turned out to be a long list of specific complaints against the administration.

Recommendations (made at the meetings) indicated that the college should operate autonomously, that hiring practices should recognize educational and professional experience, and that the faculty should have more say in admissions and greater discretion in the expenditures of funds already appropriated (RRCCFA).

PROFESSIONAL CONCERNS

Several professional associations were deeply concerned with the quality and adequacy of professional education both in the context of regular post-secondary educational programs and in the context of continuing education and upgrading.

Professional development was a universal concern, judging by the briefs. Every brief received from a professional association made recommendations regarding either the funding or expansion of existing programs or the creation of new courses of study (often at the graduate level) within a particular profession (Manitoba Land Surveyors, Institute of Onomastic Sciences, Mental Health Association, Physiotherapists, Manitoba Speech and Hearing Association, CA's, RIA's, MARN). The Manitoba Teachers' Society was the only association which departed slightly from these issues in suggesting that the teaching profession have more direct and meaningful involvement in the training of teachers.

PUBLIC CONCERNS RE THE PROFESSIONS

Private briefs from professional individuals, like those from professional associations, had characteristic concerns. A Manitoba conservatory to develop musical talent and to train professional musicians was the ideal of a musical director (Isaacs). An engineer suggested using community colleges to screen engineering candidates for university (Dowell). Another brief discussed the, needs of teacher education – e.g. the need for evaluation which would allowvarious rates of time for completing programs; the need for in-service and pre-service training (Pippert). Another educator discussed the four-year Faculty of Education program (Promislow).

Other private briefs rarely dealt with the problems of professional education or with professional influence on university curriculum. In fact, several private briefs tended toward the same concerns as professional organizations, such as stressing a need for trained professionals in the health fields (Boux *et al*).

Only one comprehensive private brief placed any major emphasis on professional development and its role in the post-secondary system. As a whole, the brief was concerned with the university adopting goals appropriate to the education of the masses while retaining methods appropriate to the education of en elite. It attempted to predict the future of post-secondary education if present trends continued: the universities would relax entrance requirements and allow more flexibility in course selection under the guise of increasing accessibility to higher education. Underemployed and unemployed PhD's would lead to a decline in graduate studies enrolment and at the same time professional faculties would react with an instinct of self-preservation and institute a more stringent screening process for students seeking admission. The brief suggested that the university offer general programs and the community college offer professional (job-oriented) programs (Black, Landry).

CONCLUSION

Thus, the briefs indicated that professional associations sought to maintain the status of their profession. Graduate courses, new programs of study, continuing education for professionals all pointed to a desire on the part of professional associations to use the post-secondary system to preserve and improve professional standards.[7]

Briefs from individuals and from other associations and organizations of private citizens did not provide sufficient basis for judging public opinion in this regard.

Financing Post-Secondary Education

Characteristically the briefs lacked specific recommendations dealing with financing post-secondary education. Only the institutions themselves had a great deal to say about methods of financing post-secondary education.

University faculty and students devoted little attention to financial mechanisms. Faculty did suggest that, since the university must retain autonomy, inflexible formula financing was a threat to the university (UMFA). Students delved into some of the problems of under-utilized resources and facilities and recommended that post-secondary education be financed through personal taxation at the provincial and federal levels. Not only should students be free of all direct and indirect costs of their education while enrolled but also government should finance youth in one year's hiatus after secondary education. Lastly, a fixed percentage of the university budget should be assigned to innovative programs (UMSU).

Private business colleges discussed financial efficiency and innovative techniques in the operation of post-secondary institutions. Making a case for the private business college, they argued it could train a student for half the cost of a community college or specialized vocational school. They recommended that immediate steps be taken to establish a student's right to select the type of institution in which he or she would train and still receive Manitoba student aid assistance (Success Commercial College and Angus Business College).

About 15 to 20 percent of university alumni recommended that students pay slightly higher tuition fees than at present, and that in the future governments should contribute less, and corporations, private bequests, and professional graduates more to the financing of post-secondary education. The majority suggested that the federal government should pay about half the cost of higher education (UM Alumni — questionnaire results).[8]

Associations — professional and otherwise — had little to say on the financing of post-secondary education, except to suggest increased government assistance for their own particular interests.

Few private briefs made recommendations dealing with financing post-secondary education. One suggested that students pay the 'true fee' (not the subsidized fee) and be assisted by loans payable to the institution attended (Gillis). Another suggested that professionals and employers should be more involved in the financing structure (Gillis, Johnson). The government could consider special tax credits for private and graduate donors making special gifts to universities. Monies might be more equitably distributed between universities and colleges, and universities and colleges could publish financial reports (Currie).

Only one private brief made specific recommendations regarding post-secondary finance. Resources should be allocated in the following manner: the Manitoba government would determine the total budget. The allocation of funds between general and basic education and vocational/applied education, and between individual community colleges and the universities should be determined by a Post-Secondary Education Grants Commission. Internal allocation of funds would be determined by boards of governors in recipient institutions. The funds would come from progressive income taxes. Students would pay no fees and special funds would be set up to aid disadvantaged groups (Black, Landry).

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[7] CELDIC – recommendations deal with the need for personnel in the education and health professions, and for interdisciplinary research in education and child development.

[8] A breakdown of questionnaire results indicates that 20 percent felt that students should pay slightly higher fees, 65 percent felt government — especially the federal government — should bear the major burden of financing post-secondary education, 6 percent favoured increased contributions from graduates, 6 percent favoured increased corporative contributions, and 3 percent greater reliance on private bequests. At a meeting with the Task Force, one association representative expressed the feeling that the method by which questionnaire results were compiled was probably neither valid or reliable (September 28, Meeting).

CONCLUSION
With the exception of Landry and Black's submission, the briefs had little comment on finances.

Curriculum and Research

Curriculum, teaching methods, and research were rarely mentioned in briefs from university faculty. When mentioned, they were treated within the context of the role of the university.

> A university without capable researchers and teachers cannot properly fulfill its function (UMFA).

Similarly, other faculty briefs discussed extensively issues of tenure, faculty representation on university government, and work loads, rather than issues of curriculum and teaching (e.g. UMFA). Community college faculty complained about the administrative control of college curriculum, and their marginal control of course content. They felt that the community college does not assist students to develop confidence, or the ability to meet problems (RRCCFA — meeting with the Task Force).

Students at the universities stressed curriculum and the quality of teaching as one of their major concerns (e.g. Brandon students, meeting with Task Force). They felt that the dehumanizing effects of grading could only be eliminated through grading reform. They expressed concern for the quality and orientation of faculty and recommended changes in appointment procedures, giving students influence or control over faculty appointments (UMSU).

With regard to research, students commented that the university had not put the role of research in proper perspective: only research which complemented and augmented the academic program whould receive support. A separate institution for research and inter-disciplinary studies should be established (UMSU).

To save the student from an impersonal, bureaucratic, alienating, "assembly-line" multiversity, student organizations urged the appointment of qualified teachers (making teaching ability a criterion for tenure), the use of small classes, tutorials, and work-study (UWSA, UMSU).

While faculty dealt with specific aspects of the university, student organizations analyzed the role of the university within society — encompassing manpower training, socialization, certification, preservation of the class structure, absorption of surplus labour, etc. UMSU presented its views in briefs and meetings with the Task Force. Little was heard from either Brandon University or University of Winnipeg students, or from community college students. University of Winnipeg students, however, did meet with several members of the Task Force staff.

In briefs received from associations, curriculum and modes of teaching were not among priority concerns. One of the few briefs which addressed these topics suggested closer co-operation between high schools and universities, such as interchanging university professors and high school teachers and the need for teacher training for university professors. Curricula could be designed for blue-collar workers, and courses in industrial arts, consumer education and environmental problems could be developed (Manitoba Association of School Superintendents). The association also observed that the social and personal needs of students were often neglected in large post-secondary institutions.

Several of the private briefs offered suggestions for improving the curriculum, teaching methods, and research. The establishment of an Institute of Applied Research and Development was mentioned in a private brief (similar to UMSU's suggestion). Another outlined the need for a university fund for research work not financed through regular channels. Greater support was urged for industrial research "as it represents the most economical way of securing the answers on which to build to the pilot plant stage and beyond" (Speers). On the other hand, several briefs noted that the primary role of the university was teaching, and not research. Technical training and humanitarian disciplines should be integrated into one co-ordinated program. Students entering university from high school should receive adequate preparation to reduce the cultural shock. As well, a four-year BA and the adoption of the semester system were recommended (Klassen). From a different perspective, an

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An important point raised by University of Winnipeg students was their objection to incorporating graduate studies at the University. In their view, this would destroy the most valuable aspect of the university — its comparatively small size and close student-professor relationships. Support for the graduate studies proposal came from administrators and faculty (e.g. Swayze) who put forward convincing and articulate arguments.

experienced industrial counsellor urged that workshop teaching techniques be more widely adopted, that curriculum committees composed of recent graduates assess the relevance of curricula to industry, and that educators have at least two years industrial experience before teaching their speciality (Horrocks).

Another highly detailed brief elaborated a plan for an innovative community college learning resource centre. The brief suggested a centre organized and functioning to aid students and teachers by providing books, A/V materials, and production equipment, and by involving library staff in the learning and teaching process. Orderly and planned sharing of resources and services between learning resource centres could maximize instructional and administrative efforts, curtail duplication, and guide the general planning for the development of new programs. Recommendations (to attain the goals mentioned above) included the establishment of a committee to co-ordinate efforts and distribute monthly newspapers; and the establishment of a media staff which would meet quarterly to exchange ideas (Miah).

CONCLUSION

In briefs received from faculties, students' organizations, and associations, curriculum and research do not receive major emphasis. Among the private briefs, there were several innovative suggestions for the post-secondary curriculum. Yet there was also a lack of emphasis on teaching-research.

Relations between Post-Secondary Institutions and Government: Internal Government

One of the main concerns of sectors of the university and community college communities was participation in university or community college government and the role of the provincial government in post-secondary education.

One faculty brief suggested that governments, under the strain of rapid growth in educational costs, may be pressed to disregard quality in education. The government could best serve the role of the university by equipping the academic community to teach and to select the most fruitful areas of research (UMFA, Pentland Report).

In a subsequent brief and meeting with Task Force, the faculty indicated that the key issue was that responsibility at the university was largely misdirected and public accountability almost nil.

> The Faculty Association is of the opinion that the University of Manitoba Act (1968) is deficient in many respects and cannot be simply patched up. No legislation can guarantee the practice of democratic participation and public accountability. The present act militates against it. In practice the Act obscures the decision-making process, offends academic freedom, and reduces public accountability and participation to a very significant degree.

The brief then analyzed the existing legislation and its effects — the powers of the Board, Board by-laws, the administration and its relation to the Senate, to departments and faculty councils. One of the brief's main recommendations dealt with the organization of the senate: the faculty urged a broad-based senate that would be able to supply the detailed criticism needed by the Board. Unicameralism was rejected, and democratic bicameralism recommended (UMFA, Governance).

The Manitoba faculty's brief, then, was concerned with an expanded role for the faculty, students, and support staff in governing the university. The faculty association was disturbed by the fact that university decisions were made by an unrepresentative few, to the detriment of the public interest. "For the government to act generally through appropriate legislation, to improve university governance, would be the proper approach and is urgently required" (UMFA). The University of Winnipeg faculty urged similar faculty participation in the governing of the university in their brief.

Government, claimed students, should leave institutions free to operate in their own individual manner. In the institutions, openness and accountability should become part of internal decision-making. A permanent federal-provincial post-secondary committee should be established to determine procedures to ensure minimum duplication in specializations and programs for which demand is relatively low (UMSU — first brief).

In a subsequent paper, students took a position on the internal government of the university that closely paralleled the views of the faculty association. Students urged representation and openness, and the democratization of the structures of the university government. At present, the administrative structure serves the pleasure of the Board; the President is responsible to no one. UMSU complained of 'vertical responsibility', as did the faculty association.

> Thus we have a Senate that, because of its size and membership, no longer provides a critical forum for academic matters. We have a Board that, because of its part-time volunteer status, must rely on administrative decisions. We have faculties that operate in some mysterious way with little real participation by faculty and students in academic matters. The 1968 University of Manitoba Act has failed. The administration, a group which should never become a centre of power and control, has in fact become the government of the University of Manitoba (p. 22, UMSU 'White Paper').

UMSU presented a recommendation for the government of the University whereby faculty and student representation would become a reality, and the community would participate in the governing of the university. Openness of meetings and governing bodies were advocated. Academic administrators would be replaced by rotating managers with no academic role in the university community. The Board would have representation from alumni, faculty, students, and the public, and would be largely elected. The size of the senate would be reduced and representation by faculty and students would constitute the major portion of the senate. The brief also delineated the powers of a reconstituted senate, of faculty and school councils, and discussed other aspects such as committees and appeals (UMSU 'White Paper').

At the community colleges, the faculty complained vociferously about bureaucracy in college government and the high degree of government control of the community colleges. Community college faculty suggested two changes: the establishment of an apolitical Board of Governors to direct all phases of operations of the college; and the establishment of departments responsible to the Board and autonomous in allocating money from a departmental budget. Though they did not indicate any plan of action, college faculty seemed to favour a higher degree of autonomy for the college and greater faculty representation in college government; a distinctive role for faculty (deciding between their status as teachers or as civil servants), and the decentralization of services currently controlled by the government and administration.

Written briefs from associations, organizations and individuals paid limited attention to the relationship between government and the universities. The Task Force, however, met with several people who discussed this relationship. One individual suggested that more community and student participation on university committees might make the universities more responsible to the public (Zaitman). Another denounced participatory democracy in committees as a waste of staff man-hours (Brownell).

In summary, the sectors which were most disturbed by the present governance of the universities and community colleges were those most directly affected by the existing system — faculty and students. Both groups recommended ways to make the university more responsive to the public, to students and to faculty demands. The public sector offered little in the way of recommendations on either the internal government of the university or on the relations between post-secondary institutions and government.

Other Issues Raised in the Briefs

Several briefs raised other points which related to the post-secondary education system. For example, the Canadian Book Publishers' Council discussed relations between publishers and the university community — problems of Canadian publications and problems of research into the area of Canadian studies. G. Boux (*et al*) raised the issue of Americanization of Canadian universities and urged the Task Force to make a case for supporting Canadian academics. Other briefs dealt with specific interests of smaller groups (e.g. Wade's food service training at the community colleges; the Asian Studies Committee's suggestion for a program at the University of Manitoba). Most of the briefs, however, raised concerns which were outlined in the previous sections.

CONCLUSION

An overview of the briefs and meetings reflects a wide variety of occupations among those making submissions — ranging from educators and students in the 'ivory towers' of post-secondary institutions, to businessmen, professionals, community organizers, and independent citizens. The range of responses varied from individual concerns to institutional concerns to the societal aspects of all education. Often the broadest insights into the post-secondary system in Manitoba came from the private sector — from individuals who wrote in to complain of defects in the system, from persons who had personally experienced injustices from the system as it presently exists.

Accessibility and continuing education came to the fore as major issues, with others, like the quality and adequacy of post-secondary education and proposals for new programs and courses of study, being continually raised in different contexts. A proliferation of recommendations centred on these two issues, thereby identifying significant unfulfilled demands — for greater equality of opportunity in and freer access to post-secondary education in Manitoba.

Appendix 1A
LIST OF BRIEFS RECEIVED

The following briefs were submitted by colleges and universities in the province, comprising official briefs, briefs from heads of colleges, briefs from faculty associations, students unions, and alumni associations.

Brandon University — Official Brief and Meeting with President

Brandon University — Special Mature Student Program (Connor)

The University of Manitoba — Official Brief and Meeting with President

The University of Manitoba — Alumni Association. Brief on tuition fees and student employment (and Meeting)

The University of Manitoba — Alumni Association. Tabulation of the results of 5,000 questionnaires sent out to its members (of which 79 were returned)

The University of Manitoba — Faculty Association. Preliminary Brief and Submission and presentation on the *Governance of the University of Manitoba* (Meeting)

The University of Manitoba — Senate Committee on Admissions. Brief and Meeting.

The University of Manitoba — University and Community Council. Brief and Meeting.

The University of Manitoba — Asian Studies Committee, Brief

The University of Manitoba — UMSU Executive. Brief and Meeting.

The University of Manitoba — UMSU Executive. Submission and Meeting on the Government of the University of Manitoba (UMSU 'White Paper')

Canadian Mennonite Bible College — Brief

St. Boniface College — Brief

St. John's College — Brief

The University of Winnipeg — Official Brief and Meeting with President

The University of Winnipeg — Faculty Association, Brief and Meeting.

Inter-Universities Committee on Summer and Evening Sessions — Brief and Meeting (Courses of the North)

Assiniboine Community College — Meeting with Principal and other groups

Keewatin Community College — Brief presented by Principal (and Meeting with various groups at KCC)

Red River Community College — Faculty Association. Brief and Meeting

Red River Community College — Meeting with Principal

Success Commercial College and Angus Business College — Brief and Meeting.

Manitoba Teachers' Society — Brief and Meeting

Institute of Chartered Accountants of Manitoba — Brief

Society of Industrial Accountants of Manitoba — Brief

THE FOLLOWING INDIVIDUALS SUBMITTED PRIVATE BRIEFS TO THE TASK FORCE:

Charles P. Bennet, Dept. of Mech. Engin., U. of M. — Brief

Errol Black, Guy Landry, Professors at Brandon University — Brief

Georgina Boux (et al) — Brief.

George Brownell — Brief

Richard Cawley — Acting Head, Dept. of Professional Studies, U. of M. — Brief.

Susan Currie, Association Editor and PR, Alumni Association

G.M. Davies — U. of M. — Brief

J. Dowell, P.Eng. — Brief.

Reva Friedman — Submission to Alumni Association.

Lucille Gagnon, mother of eight and rural housewife — Letter.

George Gillis, student — Brief.

J. Hjorleifson, mother and student — Brief.

A.H. Horrocks, administrator in Personnel and Industrial Relations — Brief.

Robert Horton, A/V Supervisor, ACC — Brief.

Robert Hudson, Director of Counselling Service, U. of M. — Brief.

Leonard Isaacs, Director of School of Music, U. of M. — Brief.

Patricia Jager, RN — Brief.

H.A.C. Johnson — Brief.

William Klassen, Head, Dept. of Religion, U. of M. — Brief.

Rudy Leonard — Brief.

Caroline Loewen — Letter.

A.R. Low, Director of Support Services, Community Colleges Division — Brief.

Abdul J. Miah, Chief Librarian, RRCC — Brief.

Ralph R. Pippert, Dean of Education, Brandon Unitersity — Brief.

Ron Riddell, Assistant to the President, U. of W. — Brief and Meeting.

Shirley Smith, Dean of Women, U. of M. — Brief and Meeting.

E.A. Speers — Brief.

J.E. Stonehouse — Brief.

W. Swayze, Professor and Chairman, Dept. of English, U. of W. — Brief and Meeting.

Rev. Thelma Tanner — Brief

N.G. Wade, Supervisor of Food Services, KCC — Brief

Brief on St. Boniface College — authors names withheld.

THE FOLLOWING ASSOCIATIONS AND VOLUNTARY ORGANIZATIONS SUBMITTED BRIEFS TO THE TASK FORCE:

The Adult Educators of Manitoba — Brief and Meeting.

Age and Opportunity Centre, Inc. — Brief.

Arbess, Dr. Saul — Information on Skill Bank Project, B.C.

Canadian Book Publishers Council — Brief.

Canadian Institute of Management — Brief and Meeting.

Canadian National Institute for the Blind (CNIB) — Brief

Commission on Emotional and Learning Disorders in Children — Brief (C.E.L.D.I.C.)

Communities Economic Development Fund — Brief (The Fund was established by the provincial government for the economic and social development of remote and isolated regions of the province.)

Community Planning Association of Canada — Brief

Louis Riel Industrial Park — Brief (The Park is a federally and provincially assisted program of self-help in an economically depressed region.)

Manitoba Association for Children with Learning Disabilities — Brief (MACLD).

Manitoba Association of School Superintendents — Brief and Meeting.

Manitoba Metis Federation and Manitoba Indian Brotherhood — Joint Submission and Meeting.

National Farmers Union — Brief.

Neepawa and District Community Schools Committee — Information

Winnipeg and District Labour Council CLC — Brief

Y.M.C.A. — Brief

THE TASK FORCE ALSO RECEIVED A NUMBER OF BRIEFS FROM PROFESSIONAL ASSOCIATIONS:

Association of Manitoba Land Surveyors — Brief

Association of Professional Engineers — Brief.

Manitoba Society of Certified Engineering Technicians and Technologists, Inc. m Brief.

Association of Occupational Therapists — Brief.

Canadian Association of Occupational Therapists — Brief.

Canadian Physiotherapy Association — Brief and Meeting.

Canadian Dental Association — Program Information.

Canadian Mental Health Association — Brief.

Canadian Institute of Onomastic Sciences — Brief.

Department of Professional Studies (U. of M.) — Brief.

Manitoba Association of Registered Nurses — Brief and Meeting.

Manitoba Speech and Hearing Association — Brief.

Appendix 1B

NEWSPAPERS CONTACTED BY THE TASK FORCE

ORAL PRESENTATIONS

Brandon University – President of the Faculty Association (Meeting with Task Force)

University of Winnipeg – Meeting with personnel

Community Colleges Council – Meeting with Task Force

Manitoba Hospital Association – Meeting with Task Force

Dave Hemphill, Director of the Manitoba Museum of Man and Nature

H. Promislow, Vice-Principal of St. John's High School

Also: Meetings at Hapnot Collegiate and Frantier Collegiate

The Task Force also met with the following individuals who did not submit written briefs:

Ken Zaitman, student representative on the Board of Governors of the University of Manitoba

Mrs. Natalie Ledgerwood, single parent, working mother, student

Total Number of Written Briefs = 82
(by different groups submitting briefs – e.g. UMSU which submitted 2 briefs is counted as one.)

Total Number of Meetings in Connection with Written Briefs = 23

ADVERTISEMENTS WERE PLACED IN THE FOLLOWING NEWSPAPERS

(advertising the Task Force and welcoming submissions)

Ethnic:
Ukrainian Voice (Ukrainian)
Canadian Farmer (Ukrainian)
New Pathway (Ukrainian)
Progress (Ukrainian)
Der Courier-Nordwesten (German)
Mennonite Review (German)
Logberg-Heimskringla (Icelandic)
Croatian Voice (Croatian)
Czas (Polish)
Canadian-Hungarian News (Hungarian)
Yiddish Post (Yiddish)
Jewish Post (English)
Jewish News (English)
La Liberte et le Patriote (French)

Manitoba Weekly Newspapers:
Brought Forward
Russell Banner
St. Boniface La Liberte
St. Vital Lance
Selkirk Enterprise
Shoal Lake Star
Somerset Lorne Gazette
Souris Plaindealer
Steinbach Carillon News
Stonewall Argus
Strathclair Midwest News
Swan River Star & Times
Transcona News
Treherne Times
Virden Empire Advance
Woodworth Times
The Pas Herald
St. James Times
Nickel Belt News
Wawanesa Optimist
Manitoba Co-operator
Fort Garry Lance
St. Boniface Courier
The Citizen
Thompson Times
The Shilo Stag
Grand Beach Spotlight
Altona Red River Valley Echo
Arborg Lake Centre News
Baldur Gazette
Beausejour Beaver
Belmont News
Binscarth Express
Birtle Eye Witness
Boissevain Recorder
Carberry News Express
Carman Dufferin Leader
Cartwright Southern Manitoba Review
Dauphin Herald
Deloraine Times
Elmwood Herald
Gilbert Plains Maple Leaf
Gladstone Age Press
Glenboro Gazette
Grandview Exponent
Hamiota Echo
Kildonan Examiner
Killarney Guide
Lac du Bonnet Springfield Leader
MacGregor Herald
Manitou Western Canadian
Melita New Era
Miniota Herald
Minnedosa Tribune
Pembina Times
Neepawa Press
Oak Lake News

Parkland Enterprise
Pilot Mound Sentinel Courier
Portage Leader
Reston Recorder
Rivers Gazette
Roblin Review
Rossburn Review

Appendix 1C

GROUPS, INDIVIDUALS, ETC., WHO CONTACTED THE TASK FORCE OR WHO WERE CONTACTED BY THE TASK FORCE

FORM LETTER SENT TO THE FOLLOWING ORGANIZATIONS:

Form Letter Read:

> *"The Manitoba Government recently established a Task Force on Post-Secondary Education to investigate a wide range of topics related to post-secondary education, as you may note from the enclosed terms of reference. It has occurred to us that an association such as yours might be able to provide the Task Force with relevant information which would be of assistance to the Task Force prior to preparation of its report due the end of this year.*
>
> *"Because the early date at which we must report has necessitated a Ju[illegible]5 deadline for briefs, we hesitate to suggest that your association prepare a formal submission. However, you may feel prepared to submit certain information such as professional employment opportunities, etc. that would be of value to the Task Force in its deliverations.*
>
> *"I hope that you will consider making available to our office whatever information your association may have which you feel would be pertinent to the assessment of post-secondary education in Manitoba."*

ORGANIZATIONS WHICH RECEIVED THE LETTER:	SUBMITTED BRIEF:
Canadian Association for Adult Education, To.	No
Federation of Independent School Associations, To.	No
Overseas Education League, Winnipeg	No
World University Service of Canada, Toronto	No
Canadian Council of Professional Engineers, Manitoba Branch	Yes
John Howard Society, Manitoba Branch	No (but letter received)
National Council of Jewish Women of Canada, Winnipeg	No
Canadian Institute of Management, Winnipeg	Yes (+ Meeting)
Canadian Bar Association, Ottawa	No
Law Society of Manitoba	No
Canadian Library Association, Ottawa	No
Canadian Dental Association, Toronto	Yes
Manitoba Dental Association, Winnipeg	No
Canadian Medical Association, Winnipeg	No
Manitoba Pharmaceutical Association, Winnipeg	No
Canadian Hospital Association, Toronto	No
Manitoba Hospital Association, Winnipeg	Yes (Meeting only)
Canadian Nurses Association, Ottawa	No
Canadian Association of Occupational Therapists, To.	Yes
Canadian Physiotherapy Association	Yes (+ Meeting)

TERMS OF REFERENCE SENT TO:	SUBMITTED BRIEF:
A.R. Kear, Dept. of Public Policy, Faculty of Commerce, U. of M.	No
Manfred Keil, Economic and Transportation Research, Dept. of Industry and Commerce, Manitoba Govt.	No
Mrs. M. Konieczny, Association of Universities and Colleges of Canada, Ottawa	No
M. Bochurka, Learning Resources Centre, RRCC	No
Marilyn Ferley, Winnipeg	No
John Kenny, Winnipeg	No
C.E. Hutchinson, Brandon	No
G.C. Sommerfeld, Winnipeg	No
Manitoba Association for Children with Learning Disabilities, Winnipeg	Yes
Marijke Vogel, Man. Speech and Hearing Association	Yes
H.H. Jacobs, Faculty of Grad. Studies, U. of M.	No
R. Whitehead, President, University Women's Club, University of Manitoba	No
J. Menzies, Winnipeg	No
E. Pyrz, Winnipeg	No
Dorothy Dyck, RRCC School of Nursing	No
Registered Nurses Association Winnipeg	Yes (+ Meeting)
I. Zawislak, Winnipeg	No

John Langevin, Winnipeg	No
Human Rights Commission, Winnipeg	No
Sonia Simes, The Pas	No
J. Zbitnew, District Supt. of Schools, Area I, Frontier School Division, Cranberry Portage	No
Manitoba Association of Social Workers	No
Manitoba Indian Brotherhood of Winnipeg	Yes (+ Meeting)
Manitoba Metis Federation	Yes (+ Meeting)
Mothers Day Out, Brandon	No
Neighbourhood Service Centres of Greater Winnipeg	No
Point Douglas Neighbourhood Association, Winnipeg	No
Senior Citizens' Coordinating Council (see Age & Opportunity Centre)	Yes
YMCA, Winnipeg	Yes
R. Cawley, Manitoba Committee on Continuing Education and Manitoba Association for Adult Education, Extension Division, U. of M.	Yes
Canadian Mental Health Association, Winnipeg	Yes
Mrs. S. Smith, Winnipeg	Yes (+ Meeting)
Mark Poudrier, Inter-Universities Field Officer, "Courses of the North" Program, The Pas, Man.	Yes (+ Meeting)
Emerson Arnet, Manitoba Teachers' Society	Yes (+ Meeting)
Manitoba Association of School Trustees, Winnipeg	No
Harry Munroe, Executive Secretary, Winnipeg and District Labour Council	Yes
J.A. Coulter, Executive Secretary, Manitoba Federation of Labour	No
Canadian Manufacturers Association, Winnipeg	No
Manitoba Chambers of Commerce, Winnipeg	No
Bill Kelsall, School Counsellors Association of Manitoba	No
National Farmers Union, Winnipeg	Yes
Mrs. Allan Benson, President, Winnipeg Women's Institute	No
M.E. Bayer, Executive Director, Manitoba Arts Council, Dept. of Tourism, Recreation, and Cultural Affairs, Manitoba Government	No
Al Bradshaw, Vice-President, Canadian Personnel Association, Great West Life, Winnipeg	No
Carmen Moir, Man. Association of School Supts.	Yes (+ Meeting)
B.K. Croxford, President, Society of Industrial Accountants	Yes
Richard A. Andries, Resident Administrator, Local Govt. District of Alexander, St. George, Manitoba	No
Mrs. Garry Grant, Minnedosa, Man.	No
D. Stuart Conger, Executive Director, Saskatchewan NewStart	No (but related material sent)
Mrs. B. Beal, Winnipeg	No
W. Helgason, Winnipeg	No
R. Brodie, Winnipeg	No
R. Mullins, Fisher River Hospital, Hodgson, Man.	No
W.L. Pander, Development Officer, Central Plains, Inc., Portage la Prairie, Manitoba	No
L. Levy, Winnipeg	No
John Troniak, Dept. of Health, Manitoba	No
R. Kraut, Winnipeg	No
P.G. Murphy, Winnipeg	No
P. Dolles, Man. C.E.L.[illegible]T.C. Task Force, Winnipeg	Yes
Rene Mulaire, St. Pierre, Man.	No
Dr. J. Fhewchuk, Winnipeg	No
C.H. Westaway, Kenville, Man.	No
Errol Black, Faculty of Arts, Brandon University	Yes

COMMUNITY GROUPS CONTACTED:	SUBMITTED BRIEF:
Age & Opportunity Centre, Inc., Winnipeg	Yes
Canadian Native Justice League, Brandon	No
Community Planning Association of Canada, Manitoba Division	Yes
Community Welfare Planning Council, Winnipeg	No
Community Information Services, Minnedosa, Man.	No
Citizenship Council of Manitoba, Winnipeg	No
Company of Young Canadians, Winnipeg	No

Indian, Metis, Eskimo Students Association, UMSU Building, University of Manitoba	No
Provincial Council of Women of Manitoba	No
Northern Community Council of Indian and Metis, Ilford, Man.	No
A. Murray, President, University of Winnipeg	Yes
Faculty Association	(+ Meeting)
David Sanders, President, University of Manitoba	Yes
Alumni Association	(+ Meeting)
Rodney Mykle, President, Brandon University, Alumni Association	No
Canadian Book Publishers' Council, Toronto	Yes
Educational Television & Radio Association of Canada, University of Alberta, Edmonton	No
Institute of Chartered Accountants, Winnipeg	Yes
Canadian National Institute for the Blind, Winnipeg	Yes
Director, Manitoba Museum of Man and Nature	Yes (oral brief)
Manitoba Historical Society, Winnipeg	No
The Association for Deaf and Hearing Impaired Children of Manitoba, Winnipeg	No

Appendix II
LIST OF RECOMMENDATIONS

CHAPTER 2 **Recommendations**

The Task Force recommends

1. that full-time enrolment at the University of Manitoba should not exceed 15,000 students, graduate and undergraduate, by 1980-81. p. 18

2. that the Universities Division of the Commission on Post-Secondary Education work out with the three universities an acceptable plan for enrolment control. p. 19

3. a) that Brandon University concentrate exclusively on undergraduate education, following its liberal arts tradition;

b) that the University develop a special mission of meeting rapidly and flexibly local and other special needs by experimenting with new programs and developing close collaboration with Assiniboine Community College;

c) that Brandon University be provided with the necessary resources to fulfill the role assigned to it. p. 20

4. a) that the University of Winnipeg continue to operate primarily as an undergraduate institution;

b) that no Ph.D. program be given at the University of Winnipeg. p. 20

5. that any professor at the University of Winnipeg or Brandon University be entitled to request that he/she be appointed by the University of Manitoba as an adjunct professor and thereby be entitled to give instruction at the graduate level. p. 20

6. that the University of Winnipeg be immediately permitted to grant the Master of Arts degree in English according to the terms approved by the Inter-University Committee on Graduate Studies and Research. p. 22

7. that the Universities Division permit master's degrees at the University of Winnipeg in the same disciplines as the University of Manitoba only when:

a) considerable student demand at the University of Winnipeg can be established clearly;

b) the number of competent staff available to man a master's program at the University of Winnipeg is too large to be handled sensibly by adjunct professor appointments;

c) important elements of complementarity with, rather than duplication of, the program offered at the University of Manitoba can be established. p. 22

8. that the Universities of Winnipeg and Manitoba establish an inter-university committee in each discipline or field where both offer a master's degree. p. 22

9. that the Universities Division create a Graduate Programs Committee composed of representatives of the public and of professors with established scholarly reputations. p. 22

10. a) that opportunities be increased for obtaining degrees and diplomas on a part-time basis;

b) that candidates be entitled to challenge for advanced standing;

c) that there be increased transferability from the technologies to professional education, with account being taken of technological credits. p. 23

11. that the Government of Manitoba establish an External Studies Evaluation Board and empower it to award its own degrees, diplomas, and certificates. p. 24

12. that two kinds of services be developed to supplement liberalized admissions procedures:

a) voluntary pre-admission training courses;

b) student services adapted to the requirements of mature students and other students with special needs. p. 25

13. that a day care centre be established on each university campus in Manitoba. p. 26

14. that while the Collège de St. Boniface should remain primarily concerned with its academic program, cooperative arrangements similar to those recommended for Brandon University and Assiniboine Community College should be established from the outset between the College and the French language Regional Organization. p. 27

15. that each university establish a committee on the status of women:

a) to ensure adequate representation of women on search committees for deans, directors and department heads, both academic and non-academic;

b) to ensure that women are adequately represented on appointments committees within departments, and in those cases where there are no women staff members in departments, to ensure the presence of a spokesman for a women's point of view;

c) to ensure attention to admissions procedures as they affect women, particularly in graduate programs. p. 28

16. that the universities immediately institute two other measures:

a) the provision of maternity leave for both academic and non-academic staff;

b) the abolition of regulations forbidding the appointment of both husband and wife in the same office or department. p. 28

17. that the government of Manitoba urge the federal government to include a 45 per cent overhead allowance in all research grants to universities, and that the government of Manitoba follow this procedure in making its own research grants. p. 29

18. that a Manitoba Research Council be created with power:

a) to make its own grants and contracts for research;

b) to act as a channel for private business research;

c) to oversee the allocation of research grants and contracts over $15,000 made by other government departments and agencies. p. 29

CHAPTER 3 **Recommendations**

The Task Force recommends:

1. that Keewatin Community College develop its program in mining technology and establish programs in forestry and conservation p. 40

2. that Keewatin broaden its offerings to include practical nursing and social aid courses p. 41

3. that Assiniboine Community College and Brandon University continue to develop close coordination in such matters as transfer arrangements and cross appointments of staff p. 41

4. that the faculty be represented at all levels of community college government: the Colleges Division of the Commission on Post-Secondary Education, the college boards, course advisory committees p. 42

5. that students be represented on the governing and advisory bodies of the colleges p. 43

6. a) that the Commission on Post-Secondary Education through the Colleges Division undertake immediately a detailed study of the colleges' future in line with the principles enunciated by the Task Force.

b) that its findings be made public p. 44

7. a) that vocational and technical teachers be given leave to take industrial or commercial positions without loss of income to familiarize themselves with current practice.

b) that sabbatical leaves be available for academic and technology instructors p. 44

8. that the Colleges Division of the Commission on Post-Secondary Education study the means by which career security can be provided for teachers appointed to successive short-term assignments p. 44

9. that a vote be held among the staffs of the colleges to determine whether they wish to remain in the MGEA or to form some other association p. 44

10. that the colleges make a conscious determined effort to recruit female faculty members p. 44

11. that a Status of Women Committee be established at each of the institutions p. 45

12. that an effort be made:

a) to increase the numbers of teachers of Indian ancestry in the colleges.

b) to give to all community college teachers working with native people special training in native culture and languages p. 45

13. that pre-college preparatory sessions be made available to students who require them and want them. These sessions would provide an introduction to a new way of life, including life skills, and study skills p. 45

14. that work study programs be extended so that students may earn money in their field of study p. 45

15. that the government of Manitoba reduce the role of community colleges in providing Manpower training programs and negotiate their placement and delivery in proprietary schools and high schools and for on-the-job training in local firms p. 46

16. that, where possible, a technician's certificate be issued after one year's successful study in technology programs p. 46

17. that upgrading and trades training be offered in a combined course wherever the subject matter makes this possible p. 46

18. that university and college faculty set up credit review committees to establish equivalences in credits transferred from one type of institution to the other p. 46

19. that students be permitted to register and take courses at both a university and a college if some combination of courses at both institutions would be valuable to them p. 47

20. that programs be available on a part-time basis, with the colleges operating an "extended day" twelve months a year p. 47

21. that, as at the university and indeed in society at large, there be established at the community colleges adequate day care services p. 47

22. that counselling services in community colleges be improved, and in particular:

a) that additional trained guidance personnel be assigned to each college.

b) that native counsellors be employed whenever possible.

c) that counsellors not be given administrative tasks unrelated to their special functions p. 47

CHAPTER 4 **Recommendations**

The Task Force recommends:

1. that a regional organization for post-secondary education be established to make learning opportunities accessible to all Manitoba citizens (p. 58).

2. that the basis of the regional organization be small community-centred units called *Districts*, each of which will operate through a committee made up of people from the locality who are directly concerned with its educational needs (p. 59).

3. that for the purposes of providing post-secondary education the province be divided into six Regions, two of these being included within the City of Winnipeg and the other four following the province's regional development plan (p. 59).

4. that one of the regions within the City of Winnipeg be specifically designated as a francophone region to include St. Boniface and other francophone sections of the province (p. 59).

5. that the structure of the regional organization adhere to the following guidelines:

a) that the smallest units of the system, *Districts*, be determined by the location, the population mix, the traffic patterns, and the facilities available throughout the province.

b) that where geography allows, several Districts may, if the need exists, cooperate to form an *Area*.

c) that *Districts* and *Areas* be contained within the six *Regions* of the province, so that there will be regional coordination of the programs offered in the Districts and Areas.

d) that every Region have a *Board*, originally appointed by the provincial government from nominees named by the District and Area committees from among their numbers.

e) that every *Regional Board* send a representative to form the six-member *Regional Affairs Division*. This Division which will meet four times a year will:

i. assess the post-secondary services being offered through the regional organization and prepare a report which must be made public.

ii. prepare a statement of Regional needs derived from the members' knowledge of District or Area needs within their Regions.

iii. draft a budget for presentation to the Commission on Post-Secondary Education, the budget to be based on the statement of needs.

iv. act as a coordinating agency for the exchange of ideas, the planning of programs, and the extension of post-secondary opportunities throughout the province.

f) that the Regional Affairs Division become one segment of the Commission for Post-Secondary Education (p. 60).

6. that the staffing of the Regional Organization adhere to the following guidelines:

a) that the Regional Affairs Division have a paid Divisional Coordinator sharing space and work load at the Commission on Post-Secondary Education.

b) that where a District or Area is large enough to justify the hiring of staff, such staff will whenever possible be made up of local people close to their community.

c) that every Region when activated have a paid coordinator and a secretarial staff.

d) that the Regional Co-ordinator be responsible for working closely with the District Committees. At the direction of the Regional board he/she will arrange to:

i. involve communities in searching and planning for the kinds of post-secondary education that will enrich and refresh community life;

ii. provide such post-secondary services as the District, Area, and Region require;

iii. provide first for the Region and later at the Area or District level a personal counsellor, consultant, tutor, or facilitator;

iv. contract for post-secondary services with institutions such as universities, the community colleges, school divisions, proprietary schools, and other public or private agencies;

v. provide space and equipment, through rent, hire, or other type of agreement, so that post-secondary education programs may be carried out in the Districts and Areas;

vi. co-ordinate trade and vocational training, including apprenticeship and other forms of on-the-job training;

vii. initiate post-secondary programs where such are not available through existing institutions or agencies in the province;

viii. establish a "skill bank";

ix. disseminate information regarding the availability of programs in the Region (p. 60-1).

7. that the following guidelines be heeded with regard to facilities and equipment in the learning resource centres:

a) that no buildings be built or purchased to serve the centres in the Districts, Areas, or Regions.

b) that where courses are offered to groups of people the classes be held in existing buildings such as schools, community centres, church halls, or other premises that may be available in the district;

c) that on-the-job training and in-training be encouraged and, where possible, that local businesses and industries be used for this type of training;

d) that the total resources of the universities and colleges be made available on contract at all three levels, with approval for programs by the Regional Board;

e) that Districts, Areas and Regions may also contract with local proprietary schools if the courses and facilities meet required standards;

f) that the regional high schools be investigated to see which of their resources in the way of space and equipment can be used during the school day if their facilities are underused and during off hours and weekends;

g) that the facilities of other high schools also be made available for programs of post-secondary education through arrangements with division school boards;

h) that local libraries, other collections and museums should be encouraged and expanded, the encouragement and expansion being considered essential to post-secondary education;

i) that the clubhouses and community centres of ethnic groups be used to serve the dual purpose of providing space for post-secondary educational activities and of giving opportunities for cross-cultural experiences to the participants in those activities, especially in Districts and Areas with ethnically mixed populations;

j) that in the regional centre and in local libraries and/or museums there be collections of slides, film strips and loops, videotapes, and records for self-instruction in a variety of subjects (p. 63).

8. that the government institute as soon as possible a pilot project in regional organization in one of the regions of the province. After the region has been chosen we recommend that the following steps be taken:

a) that an interim Regional Affairs Division of six members, broadly representative of the province, be appointed as:

i) the body which will oversee the organization of the pilot region; and

ii) a clearing house through which Districts elsewhere in the province may apply for certification of their committees and for assistance from the Co-ordinator;

b) that a Divisional Co-ordinator for this interim board be appointed; and

c) that a Regional Co-ordinator be also appointed to work immediately with the pilot Region (p. 65).

9. that the interim Regional Affairs Division "certify" the District and Area committees so they are indeed representative of all sections of the community (p. 66).

10. that steps be taken at once to implement its recommendations regarding:

a) the publicizing of the means through which District committees may be set up;

b) the exploration of interest within the Regions with the aim of setting up a pilot project as soon as possible (p. 66).

CHAPTER 5 **Recommendations**

The Task Force recommends:

1. a) that each university and community college set aside an Educational Development Fund equal to at least 3% of its annual operating budget. This fund should be used to provide assistance, equipment, and materials needed to mount teaching experiments, to redesign courses, and to sustain and expand successful innovations until they can be incorporated in the regular budget.

b) that each community college and university designate a senior administrative officer, preferably a vice-principal or vice-president, as the person responsible for promoting educational development.

c) that each institution keep under continuous review the problems of integrating and providing equal development for full-time and part-time studies, of providing instruction at times and in ways that permit the effective combination of study and work, of designing courses for external delivery, and of compensating for unevenness in students' educational and social backgrounds (pp. 78-9).

2. that a Centre for Educational Development be created to provide the system of post-secondary education in Manitoba with:

a) facilities for the production of video-tapes and other audio-visual materials;

b) a consulting service for educational innovation;

c) training programs and seminars for post-secondary teaching staff who wish to master the use of communications hardware and software for educational purposes and to keep abreast of educational change;

d) a library and data centre on educational research and experimentation (p. 80).

3. that the universities and community colleges review their methods of student evaluation to ensure that the evaluation has as its primary goal the improvement of the student's learning (p. 80).

4. that universities and colleges establish systems of teaching evaluation to be carried out by students and, if the teacher being evaluated so desires, by one or more of his colleagues. No student evaluations should be used as elements in reaching a decision on a faculty member's reappointment, tenure, or promotion until the assessments of at least three successive student groups have been accumulated. An appeals committee should be established in each institution to hear faculty's appeals against an unfavourable evaluation (p. 82).

5. that the colleges develop programs of in-service training of teaching personnel, and that budgetary provision be made for this. This training should be given year-round as well as in the summer (p. 83).

6. that

a) appropriate voluntary courses in university teaching be made available to all members of the teaching staff of Manitoba universities. The content of these courses should include the same topics as those described for college teachers and in addition should include ways of linking teaching and research;

b) guidelines on reappointment, tenure and promotion state that evidence of attention to teaching improvement will be required of all teaching staff (p. 83).

7. that all graduate students engaged by the universities as teaching assistants be required to pass a course in teaching methods and that these courses be available on a voluntary basis to any other graduate students (p. 83).

CHAPTER 6 Recommendations

The Task Force recommends:

1. a) that a committee representing the public schools, the universities and colleges, and the community at large (perhaps through the regional organization) be set up to undertake a study of methods of evaluating student achievement at the shifting boundary between secondary and post-secondary education, and that the committee also consider the means by which student evaluations may be recorded and reported.

b) that admission to post-secondary institutions be on a subject basis, so that students may progress at their own rate and according to their interests.

c) that where personnel and facilities meet the standards of the community colleges some technical and vocational courses at the college level be offered in the regional high schools, the courses being open to high school graduates and mature students. p. 92

2. that the community colleges not duplicate courses already being offered in their districts by the technical-vocational high schools. p. 94

3. that semester reorganization in high schools be undertaken on a regional basis, with consideration being given to the seasonal nature of industries in the regions which are to be reorganized. p. 94

4. that when adult students use the high schools provision be made for their special needs by giving them access to books, materials and other services. p. 95

5. that a limited first year Arts and Science program be considered in division of regional high schools which are located well beyond commuting distance from university campuses. p. 95

6. that, where the subject discipline is not cumulative or required for further study in the program elected by the student, prerequisites for enrolling in it at the post-secondary level be eliminated. p. 95

CHAPTER 7 **Recommendations**

The Task Force recommends:

1. that the University of Winnipeg and Brandon University be given a legislative base similar to that of the University of Manitoba. p. 100

2. that Manitoba universities retain their bicameral governing structures. p. 101

3. that one member of the board of each university be named to the Universities Division of the Commission on Post-Secondary Education. p. 101

4. that before appointing public members to the boards of the universities, the Minister of Post-Secondary Education consult widely among representative groups and advertise for nominations from the public. p. 101

5. that all but two of the University of Winnipeg board members now named by the United Church be named by the Minister of Post-Secondary Education. p. 102

6. that the senate of the University of Manitoba be reduced to a maximum of sixty members and that those of the University of Winnipeg and Brandon University not be increased in number. p. 102

7. that the president be the only full-time administrator given the right to sit on the senate *ex officio*. p. 102

8. that a reduction in the size of senate at the University of Manitoba not affect the proportion of students on that body. p. 102

9. a) that the University of Manitoba Act be amended to provide a clearer statement of the division of powers between senate and board.

b) that the new legislative base for the University of Winnipeg and Brandon University include comparable statements. p. 103

10. that the principles enunciated in these statements be:

a) that the board be responsible for final decisions on financial matters but that senate have full access to budgetary information and an opportunity to express itself on the academic implications of the budget before it is approved.

b) that the board be responsible for ensuring that the viewpoint of the lay public be expressed in making university decisions.

c) that the senate be the final arbiter on academic questions, subject to the board's final jurisdiction over finance. p. 103

11. that a permanent senate-board liaison committee be established to reconcile differences between the two governing bodies as they arise. It should deal with specialized problems by striking sub-committees. p. 103

12. that a special joint committee review the budget before the document is passed on first to the senate for its comments and then to the board for approval. p. 103

13. that the University and Community Council of the University of Manitoba be replaced by an annual conference organized by the Universities Division of the Commission on Post-Secondary Education. p. 104

14. that a Community Colleges Act be passed to place the colleges on a statutory basis. p. 107

15. that there be a governing board at each college, consisting of no more than 20 members at Red River and about fourteen at each of the other two colleges. p. 107

16. that the composition of the boards be as follows:

a) an approximately equal representation from community people, appointed by the Minister of Post-Secondary Education, and of students and staff, elected from within the college.

b) the Deputy Minister (or his designate) and the principal of the college *ex officio*. p. 107

17. that

a) the resources of the Colleges Division be made available to the college boards, and

b) one public board member be elected from each board to the Colleges Division. p. 107

18. that the length of terms for staff and public representatives on the boards be three years. p. 108

19. that the length of terms for student representatives be one year. p. 108

20. that the Minister consult widely among representative groups and advertise for nominations from the public for board members. p. 108

21. that Red River Community College, as it serves the whole province, include representation from outside Winnipeg. p. 108

22. that where course advisory committees are established, other than for the designated trades, they be appointed by the board of the college and report directly to the board. p. 108

23. that the boards of the colleges have the following functions:

a) initiating, modifying or cancelling core programs subject to the approval of the Colleges Division;

b) making administrative and academic appointments;

(c) supervising the work of administrative personnel

(d) establishing policy in discipline and hearing appeals

(e) negotiating with other institutions for possible joint programs

(f) preparing budgets p. 108

CHAPTER 8 **Recommendations**

The Task Force recommends:

1. that a Commission on Post-Secondary Education be established to act by statutory authority as an autonomous intermediary between the government and the post-secondary institutions and agencies, the Commission to exercise its general powers through a Board. p. 117

2. that the Commission on Post-Secondary Education establish three divisions, a Universities Division, a Colleges Division, and a Regional Affairs Division. p. 118

3. a) that the Universities Division be given jurisdiction over the approval of new programs of studies.

b) that the Universities Division be empowered after full consultation to require the cancelling or transferring of an academic department, centre, school, faculty, research institute or graduate program. p. 120

4. that the authority of the Universities Division and the autonomy of the universities be exercised in the context of agreed upon guidelines defining the development and role of the universities. p. 120

5. that an Ombudsman for post-secondary education be appointed by the Minister of Post-Secondary Education. p. 120

6. that the Board of the Commission consist of five "public" members who are not members of one of the Divisions or of the university, college or regional boards, two members from the Universities Division, two members from the Colleges Division, and one from the Regional Affairs Division. p. 121

7. a) that the Chairman of the Commission, who will also be Chairman of the Board, and the Deputy Minister of Post-Secondary Education be statutory members with voting privileges.

b) that the Executive-Secretary of the Commission be a statutory member without voting privileges. p. 121

8. that the Universities Division consist of twelve voting members, six "public" members appointed by the Lieutenant-Governor-in-Council and two members appointed by each of the three universities. p. 121

9. a) that of the two university members one be a faculty member and the other a member of the board.

b) that the chancellor, the chairman and vice-chairman of the board, and those with administrative rank of dean or higher be ineligible for appointment.

c) that the Chairman and Executive-Secretary of the Commission be non-voting members. p. 121

10. that the Colleges Division consist of twelve voting members, six "public" members appointed by the Lieutenant-Governor-in-Council and two members appointed by each of the three colleges. p. 121

11. a) that of the two college members one be from the instructional staff and the other a member of the board.

b) that the Chairman and Vice-Chairman of the college board and administrative staff be ineligible for appointment.

c) that the Chairman and Executive-Secretary of the Commission be non-voting members. p. 121

12. that initially while only one or two regions have been established the Lieutenant-Governor-in-Council appoint six members to form an Interim Regional Affairs Division. p. 122

13. a) that each of the six regional boards appoint one member to the Regional Division for a four year term.

b) that the Chairman and Executive-Secretary of the Commission be non-voting members of the Division. p. 122

14. that there be four functional sections of the Commission to provide information and advice as well as administrative services for the Divisions and the Board: a planning office, an office concerned with the development of instructional programs, an office concerned with support services and facilities, and an office dealing with finance and administration. p. 122

CHAPTER 9 **Recommendations**

The Task Force recommends

1. that a single agency, the Commission on Post-Secondary Education, should plan for accessibility into *all* post-secondary learning situations (p. 130)

2. that planning for post-secondary education be done through the determined pursuit of decentralization, requiring a clear allocation of functions and areas of decision to the various parts of the system (p. 131)

CHAPTER 10 **Recommendations**

The Task Force recommends:

1. that there be no substantial increase in tuition levels for post secondary students (p. 152).

2. that more generous bursary allowances be given to those students with the greatest financial need (p. 152).

3. that loan funds be available to students on an individual contract basis without an assessment of family resources. To this end the government of Manitoba should negotiate with the federal government for a liberalization of eligibility criteria under the Canada Student Loan Plan (p. 152).

4. that the criteria for assessing independent status be determined by taking into account the following factors in combination: separate parent-student domiciles, a student's spending one or two years either in the labour force or involved in activities other than formal study at a post secondary institution, and his being over 20 years of age (p. 153).

5. that applicants for aid from the Manitoba Student Aid Plan be notified in the spring before the end of term of the minimum amount of aid they may expect to receive for the following academic year (p. 153).

6. that there be a common application for student aid from the Department of Colleges and Universities Affairs or its successor, the Department of Post Secondary Education, and the Department of Health and Social Development, with the appropriate recovery being made from the federal government by the administrators of the provincial student aid plan (p. 153).

7. that any person taking a post secondary course on a full or part time basis be considered eligible for aid, regardless of their choice of institutions (p. 154).

8. that a Public Board be established to be responsible for:

a) proposing policy objectives for student aid programs;

b) recommending the criteria for meeting these objectives;

c) evaluating the effect of the aid programs on accessibility;

d) hearing student appeals.

The Board should be broadly representative of the community, including students, and should be directly responsible to the Minister (p. 154).

9. that the Board of the Commission on Post Secondary Education be responsible for:

a) proposing to the Minister the level of provincial financial support for post secondary education;

b) allocating these funds among the three major Divisions of the system: Universities, Colleges and Regional Affairs (p. 158).

10. that the Divisions of the Commission assess and establish the allocation within each Division (p. 158).

11. that the Universities Division fund each university on the basis of specific allocations by budget category (p. 159).

12. that the following categories of expenditures be used:

1) First Claims
2) Maintenance Expenditures
3) Ancillary Services
4) Administration – Academic
5) Administrative Support Services
6) Research
7) Academic Costs
8) Community Service
9) Capital Costs (p. 159).

13. that academic costs be financed through a formula based on weighted students numbers related to a cost study conducted for each university and revised triennially (p. 160).

14. that the Colleges Division:

a) review and approve the budgets recommended by the boards of the institutions;

b) approve and allocate funds by budget category;

c) consider each college individually in the allocation process (p. 161).

15. that the Regional Affairs Division assess the requests of the regional boards and recommend the resource needs of each region in financing its post secondary programs (p. 161).

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